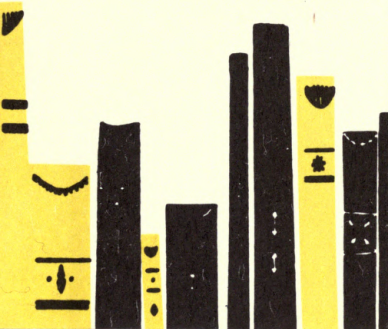




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**AMERICAN PLANNING  
AND CIVIC ANNUAL**







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*President, American Civic Association, 1904-1925*









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*President*  
*American Planning*  
*and*  
*Civic Association*  
 1937-1947

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*U.S.A. Ret.*

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*Civic Association*  
 1947-



←←←  
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1947-



*Tom Wallace*  
*Vice-President*  
*American Planning*  
*and*  
*Civic Association*  
1944-



# AMERICAN PLANNING AND CIVIC ANNUAL

A RECORD OF CIVIC ADVANCE IN THE FIELDS OF PLANNING, PARKS, HOUSING, NEIGHBORHOOD IMPROVEMENT AND CONSERVATION OF NATURAL RESOURCES, INCLUDING ADDRESSES DELIVERED AT THE GOLDEN ANNIVERSARY CITIZENS PLANNING CONFERENCE OF THE AMERICAN PLANNING AND CIVIC ASSOCIATION, HELD AT COLUMBUS, OHIO, MAY 16-20, 1954 AND SEVERAL ADDRESSES DELIVERED AT THE 34th ANNUAL MEETING OF THE NATIONAL CONFERENCE ON STATE PARKS HELD IN THE STATE OF WASHINGTON, CONVENING IN SPOKANE AND MEETING AT LAKE CRESCENT LODGE, SEPTEMBER 12-16, 1954 INCLUDING THE ROLL CALL OF THE STATES.

EDITED BY  
HARLEAN JAMES

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1954

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The purpose of the AMERICAN PLANNING AND CIVIC ASSOCIATION is the education of the American people to an understanding and appreciation of: local, state, regional and national planning for the best use of urban and rural land, and of water and other natural resources; the safeguarding and planned use of local and national parks; the conservation of natural scenery; the improvement of living conditions and the fostering of wider educational facilities in schools and colleges in the fields of planning and conservation.

The purpose of the NATIONAL CONFERENCE ON STATE PARKS is to inform the public through a central clearing house of information, publications, conferences and by other educational means, of the value of state parks, monuments, historic sites and other types of areas suitable for recreation, study of history and cultural resources through establishment and operation of well balanced state park systems; to the end that every citizen of the United States shall have easy access to state recreation areas and appreciate their value; and to encourage adequate state park agencies and programs, including the establishment of civil service policies and standards of selection, development and administration.



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## Preface

**I**N EXTENDING the invitation to the American Planning and Civic Association to hold its Fiftieth Anniversary Meeting in Columbus, Governor Frank Lausche pointed out that Ohio, which became a State in 1803, has been a pioneer in highway, railroad and water transportation, and that the State specializes in colleges and universities. Governor Lausche acknowledged pride in the State's Capitol and its setting, declared that in Ohio there was a growing number of city and county planning commissions which had made considerable progress, but the officials and civic leaders in the State recognized the need on the part of the citizens for more widespread information about the latest developments in planning and the full possibilities for the future. Governor Lausche, therefore, on behalf of the State of Ohio and in association with the Mayor of Columbus, the Franklin County Regional Planning Commission and the Board of the Franklin County Commissioners, extended the invitation to the American Planning and Civic Association to meet in Columbus.

General U. S. Grant 3rd, President of the Civic Association, in accepting the invitation, stated that during the first half century of the Civic Association, the effort had been to secure planning and zoning machinery for communities throughout the country. In the second half century, he declared, we shall need a broader dissemination of information about plans and planning in order that our communities may benefit from the best technical advice.

Director G. F. Clements, of the Franklin County Regional Planning Commission, called to his assistance James Foley, Director of Information of the Peoples Development Company; Trent Sickles, Assistant to the President, F. R. Lazarus & Co.; Edward F. Wagner of the Farm Bureau Insurance Companies, Clyde McBee, Assistant Director of the Columbus Chamber of Commerce; Richard Husted, Vice-President, Cye Land Agency; Larry Irvin, Columbus Urban Redevelopment Commission; Ernest H. Stork, Director of the City Planning Commission, and Richard McGinnis, Chief Planner, Franklin County Regional Planning Commission.

The keynote address was delivered by Professor Howard Menhinick, Regents' Professor of City Planning, School of Architecture, Georgia Institute of Technology. Professor Menhinick was not only familiar with the work of the Civic Association for a generation, but he had been in a unique position to take part in and follow the trends of planning education and practice in the United States. He received his B.S. degree at Michigan State College in 1923, and MLACP at Harvard University in 1928. He was Assistant Professor of City Planning in the Graduate

School of City Planning at Harvard University from 1931-36; a member of the Planning Staff 1937-1940 and Director, Department of Regional Studies, Tennessee Valley Authority 1940-1951. He was Director, Headquarters' Planning Staff, United Nations (for site selection) 1946 (on loan from TVA). Since 1951 he has served as Professor of City Planning at Georgia Institute of Technology. He is a member of the American Institute of Planners, American Planning and Civic Association, American Society of Planning Officials (Associate), International City Managers' Association (affiliate). For the latter organization he prepared the revised edition of "Local Planning Administration," in 1948.

The addresses at the Conference were given by outstanding leaders in planning, government and business. They are here presented for careful reading and consideration.

The National Conference on State Parks accepted the invitation of the State Parks and Recreation Commission of the State of Washington to hold its 34th Annual Meeting in the State. The Chairman of Board, Tom Wallace, the outgoing President, V. W. Flickinger, and the newly elected President, Charles DeTurk, together with a good representation from the entire Board, were all present and participating in the proceedings. It was at this meeting that the Report of a Committee appointed by President Flickinger on Suggested Criteria for Evaluating Areas Proposed for Inclusion in State Park Systems, K. R. Cougill, Chairman, made its Final Report, which was published in the December, 1954 *PLANNING AND CIVIC COMMENT*, and which has since been reprinted for wide distribution to meet unprecedented demands.

Other papers and discussions at the meeting are included in this *ANNUAL*, together with Reports from 25 States and Alaska, made by representatives present at the Meeting.

Most of those attending the Meeting, assembled in Spokane, Washington and crossed the State to Lake Crescent Lodge in the Olympic National Park, stopping at Sun Lakes State Park, the Ginkgo Museum, where they were greeted by Mrs. Ruth Peeler, U. S. Naval Shipyard at Bremerton, and Squim Bay State Park. Director John R. Vanderzicht had on hand President Warren and other members of the State Parks and Recreation Commission and staff, who made the visiting delegates comfortable and kept them interested.

HARLEAN JAMES, *Editor*



# THE NATION

## THE AMERICAN PLANNING AND CIVIC ASSOCIATION

### After Fifty Years, What Next?

HOWARD K. MENHINICK, Regents' Professor of City Planning,  
Georgia Institute of Technology

THE late President A. Lawrence Lowell of Harvard University once depicted the state as a stagecoach with the horses running away. High up on the front seat a number of eager men are urging the most contrary advice on the driver whose chief object appears to be to keep his seat. At the back of the stagecoach an old gentleman with a spy-glass is carefully surveying the road behind and, on the basis of these observations, predicting what will happen next to the stagecoach.<sup>1</sup>

It would be a bold man, indeed, who would scan the developments of the past fifty years since the organization of the American Civic Association and, on the basis of that review, attempt to forecast the nature of our urban communities and of city planning in the years ahead. The tempo of technologic change has been rapid since 1904, with the development of the automobile, the airplane, radio and television, electronics and nuclear and solar energy. If technology has moved fast in the past fifty years and if it has produced profound changes in our urban communities (as it certainly has) to what can we look forward in the next fifty years? We can certainly look forward to an even more rapid pace of technologic change that will undoubtedly have even more profound effects upon our cities and our way of life than have the developments of the past fifty years.

What was the world like in 1904, when the American Civic Association was founded? Who were the civic leaders and what were they talking and thinking about?

The industrial revolution was well under way. Manufacturing and unrestricted immigration were bringing people to cities in ever-increasing numbers. Energy could be transmitted from its water-power or steam-power source only the distance that could be covered by a complicated and hazardous system of drive shafts, belts and pulleys. The application of electricity, with the flexibility in industrial location that its easy transmission permits, had not yet been realized. Mr. Wilfred Owen has pointed out that in 1900 more people were engaged in the manufacture of horse blankets and windmills than were working in the entire electric-power and light industry.<sup>2</sup> Factory conditions were unsatis-

<sup>1</sup>Abbott Lawrence Lowell, *Governments and Parties in Continental Europe* (New York: The Macmillan Co., 1912), I, v-vi.

<sup>2</sup>Wilfred Owen, "A Mid-Century Look at Resources" (Washington, The Brookings Institution, 1954) p. 8.

factory. The workers, for the most part, lived crowded together in miserable slums and tenements near-by. The distance an employee could live from his place of work was the distance he could walk, bicycle, or ride in a horse-driven vehicle.

By 1900, the winning of the competition for New York's Central Park by Frederick Law Olmsted, the establishment of the Boston Metropolitan Park System under the guidance of Charles Eliot, and the noteworthy Chicago World's Fair, designed by Daniel Burnham and his famous collaborators, were matters of history. The "City Beautiful" movement was in full swing. Charles Mulford Robinson, of the University of Illinois, was talking and writing extensively on civic art. Jacob Riis was arousing public indignation over housing conditions, while Lawrence Veiller was drafting and securing in 1901 the passage of the Tenement House Act.

It was not easy to remedy the intolerable living conditions in cities, even then, and many people were seeking relief in flight from the city. In 1898, Ebenezer Howard wrote "Tomorrow: A Peaceful Path to Real Reform", which was republished in 1902 as "Garden Cities of Tomorrow." As a result of that little book and the further efforts of Ebenezer Howard, the first English Garden City of Letchworth was established in 1903, thirty-two miles from London.

Scientific developments that were then in their infancy were destined to reshape the future of the world in a manner not always clearly foreseen by either the scientists or the civic leaders of that day. A writer for the "Scientific American" in 1900 boldly predicted not only that "automobilism" was here, to stay but that, in time, the automobile would surpass the bicycle in popularity. Another scientist took a look at the field of aeronautics and came up with the observation that it was a promising development. He warned, however, that the soaring-plane fellows are not making much progress and that the ones to watch are the balloonists. Communication by radio had just been accomplished between two ships at sea, 80 miles apart.<sup>1</sup> Marconi predicted that in the near future the present 86 mile limit of radio telegraphy might be raised to as much as 150 miles.

Here were emerging technologic developments that were destined to change the lives of people and the form of cities. The scientists of that period tried to appraise the social significance of their handiwork and came to varying conclusions.

In 1899, one writer saw the motor car as an unmixed blessing to mankind. Said he:

"The improvement in city conditions by the general adoption of the motor car can hardly be overestimated. Streets, clean, dustless, and

<sup>1</sup>These statements of the year 1900 were presented by Dr. Herschel Cudd, then Director of the Engineering Experiment Station of Georgia Institute of Technology, at a Planners' Luncheon on February 25, 1954, sponsored by the Metropolitan Planning Commission of Atlanta.



odorless, with light rubber-tired vehicles moving swiftly and noiselessly over their smooth expanse would eliminate a greater part of the nervousness, distraction, and strain of modern metropolitan life."<sup>1</sup>

Another writer, in 1900, related this same problem of clean streets to women's fashions, thus illustrating at an early date the interrelated character of physical and human problems. Said he:

The streets of our great cities are not kept as clean as they should be, and probably they will not be kept scrupulously clean until automobiles have entirely replaced horse-drawn vehicles. At the present time a large number of women sweep through the streets with their skirts and bring with them, wherever they go, the abominable filth which they have taken up which is by courtesy called "dust". The management of a long gown is a difficult matter, and the habit has arisen of seizing the upper part of the skirt and holding it in a bunch. This practice can be commended neither from a physiological nor from an artistic point of view. Fortunately the short skirt is coming into fashion, and the medical journals especially commend the sensible walking gown which is now being quite generally adopted. These skirts will prevent the importation into private homes of pathogenic microbes.

Thomas A. Edison took a look at aeronautics and reported in 1902: "In the present state of science, there are no know facts by which one could predict any commercial future for aerial navigation."

In that same year, another writer made a prophetic statement:

To point to the hurry and stress of modern town life as the cause of half the ills to which the flesh today is heir has become almost a commonplace . . . We may imagine future generations perfectly calm among a hundred telephones and sleeping sweetly though airships whiz among countless electric wires over their heads and a perpetual night traffic of motor cars hurtles past their bedroom windows. As yet, it must be sorrowfully confessed, our nervous systems are not so callous.

One year later, in 1903, the automobile was presenting some of the problems this writer had anticipated. In that year, the bicycle police of Washington had speedometers placed on the front forks of their bicycles. The police were instructed to arrest motor-car drivers if, when following the automobiles, their bicycle speedometers showed that a safe speed was being exceeded.

The civic leaders of that day showed less concern, perhaps, than did the scientists, for the emerging problems brought into being by technology. Civic leaders were faced with the solution of existing problems already confronting the cities, as are our civic leaders and planners today. These problems must be dealt with even though, in many cases, technologic change may remove the problem before a solution for it can be developed and widely adopted. But I think it is good and necessary that planners and civic leaders withdraw occasionally from the urgencies of the day and give some thought to the urgencies of tomorrow.

<sup>1</sup>This quotation and those that follow are from the *Scientific American*.

I can well imagine that at the time of the discovery of gunpowder there were only a few people who realized or were willing to admit that the usefulness of the walled city had passed and that from its ashes would arise a new and better way of urban life. This same lag in the acceptance and understanding of the probable effects of technologic change upon cities prevailed in 1904 and I suspect that it still prevails in 1954.

All this, in brief, was part of the climate in which the American Civic Association held its first Annual Meeting in 1905. I suggest that we pause for a few moments at this point to glance back over the road that has been traveled since then, not primarily in the expectation that it will shed light on the answer to the question, "What Next?" but rather that we may indulge briefly in the pleasure of recalling together a few of the noteworthy landmarks of the journey of the past fifty years and a few of our good companions.

The theme of the first meeting of the American Civic Association was "Civic Improvement" and, as we might expect, primary attention was devoted to eliminating the ugliness of cities, relieving housing congestion through the introduction of badly needed parks and playgrounds, and improving working conditions in factories. I am sure we will all wish we might have been present at that first meeting. One or two of you were. Dr. J. Horace McFarland, the first President of the American Civic Association, gave an illustrated lecture on "First Steps in Improvement Work." His talk was concerned in part with civic esthetics as were a discussion of "Outdoor Art" by the pioneering Cambridge landscape architect, Warren H. Manning, and a talk on "Improving Washington" by Charles Moore of Detroit, who later became the Chairman of the famed McMillan Commission. We may be critical of the "City Beautiful" movement of 1905 as a superficial approach to the problems of urban life but our present-day cities stand as mute evidence of the fact that in our current emphasis upon the engineering and social-science aspects of planning we have failed to build satisfying beauty into our cities. This is a shortcoming we should correct.

Parks and playgrounds also came in for a large measure of attention at that first conference of the American Civic Association. Joseph Lee, the father of the playground movement in America, spoke on playgrounds and recreation. Andrew Wright Crawford, of Philadelphia, gave an illustrated talk on "City Plans and Outer Park Systems" while G. A. Parker, of Hartford, discussed "City Land Values and Parks." "Factory Betterment", "The Role of Women and of the Chamber of Commerce in Civic Improvement," and "The Good Roads Movement and Rural Improvement" are other subjects that were considered.

At the third annual meeting of the American Civic Association, in 1907, the President reported on the preservation of Niagara Falls and Harlan Kelsey conducted a roundtable discussion on billboards. How



long and devious is the road of accomplishment and what great patience and continuing vigilance are required of the civic leader!

At the fifth annual meeting in 1909, John Nolen talked on "City Planning and the Civic Spirit," and for many a year thereafter John Nolen went up and down and across the country proclaiming the coming of the city planner and preparing many of our earliest comprehensive city plans—and most important contributions these were at this particular stage.

In 1910, at the Sixth Annual Convention, Dr. J. Horace McFarland asked "Are State Parks Worth While?" and the next year, he inquired "Are National Parks Worth While?" At first blush, I thought to myself, as you, perhaps, are thinking to yourself, "Those are silly questions." But when I look at this year's program and find Tom Wallace asking what seems to me an equally ridiculous question, "Should Parks be Sacrificed?" I begin to suspect that Dr. McFarland was asking very pertinent questions forty-four and forty-three years ago.

I should like to have attended the eighth annual convention of the American Civic Association in 1912, as some of you did. You who were there heard Miss Harlean James, the young and attractive Executive Secretary of the Women's Civic League of Baltimore, give an illustrated lecture on "Baltimore Back Yards: A Study in Gardens and Garbage." I understand that at long last something is being done about Baltimore's backyards and garbage and alleys and slum houses as part of the famed "Baltimore Plan." We are glad to note that you identified and called attention to these problems forty-two years ago, Miss James. This incident, and many similar ones along our journey, make it abundantly clear that civic improvement is not a suitable occupation for a man or woman with a "mania for immediacy."

Miss James moved in fast company at that convention in 1912. With her on the program were the British Ambassador, James Bryce, the developer of the Country Club District of Kansas City, J. C. Nichols, Walter D. Moody of Wacker's Manual fame, and B. Antrim Haldeman of Philadelphia. Succeeding conferences were addressed by men and women whom we all knew and recall with affection—Charlotte Rumbold, Herbert Swan, Charles E. Merriam, Robert Whitten, Elisabeth M. Herlihy, and John M. Gries, to mention only a few.

In 1909, a Conference on Congestion of Population held in Washington, D. C., marked the beginning of the National Conference on City Planning which, after a long history of annual national conferences, merged with the American Civic Association in 1935 to form the American Planning and Civic Association. The 1909 Conference also marks the beginning of serious consideration of zoning as a device for limiting urban congestion.

Eight years later, in 1917, city planning took the first steps to professional status with the organization of the American City Planning

Institute, now known as the American Institute of Planners. An organization with only a handful of members in 1917, it now has a membership of approximately 1200. In 1935 the American Society of Planning Officials was established, thus completing the present triumvirate of interrelated planning organizations.

In the period from 1910 to 1920, the automobile began to appear in large numbers upon our horse-and-buggy streets, which were ill-adapted to its needs. The solution at first appeared very simple. It was street widening. The planning literature of the 1920's is filled with statistics on the number of miles of streets widened and of the astounding resulting increases in abutting property values. Slowly we learned that street widening was not the answer to our traffic ills. Now appeared a new professional, the traffic engineer, and we looked to him to solve the traffic problem with his "stop and go" lights, pavement markings, and one-way streets. But he didn't solve the problem either. Then we tried parking meters, and off-street parking requirements in zoning ordinances. Now we are trying expressways and revitalization of transit facilities and I feel quite certain that they will not solve the traffic problem, either.

The automobile has presented particularly acute problems in the central-business district and I suspect that just as none of the conventional adjustments of the horse-and-buggy streets have met the needs of the automobile, so none of the conventional solutions of the problems of the central business district, such as expressways to bring automobiles in, public parking authorities to provide parking lots and garages for the automobiles, and improved rapid-transit facilities in the conventional pattern, will solve these problems either. Something more radical and far reaching is probably needed and I have an idea that technologic change of one kind or another may eliminate at least some of the current problems of the central-business district before they are solved.

There are some new developments in the immediate offing that may provide at least temporary relief. The radar and other electronic controls that have proved so effective in guiding planes may be adapted to the automobile, particularly at hazardous intersections. Conceivably, as an automobile approaches a radar-controlled intersection, electronic equipment could take over the operation of the automobile and guide it infallibly through the intersection perhaps without even the necessity of reduced speed!

The movement of people on continuous belts is another promising development. I understand that such a moving belt may displace the shuttle trains between the Grand Central Terminal and Times Square in New York City. If it will work effectively there, it can probably be made to work on city streets. Perhaps we shall sometime see a compact central-business district with all vehicular traffic excluded from its



streets. Passengers may be transported on moving belts quickly and effortlessly from rapid-transit terminals and automobile-parking lots at the periphery of the district.

Not only have we not solved the problems of automobile traffic but we have failed to solve many other problems accentuated by the automobile, such as suburban migration, the deterioration of the central city, and the need for metropolitan government. After fifty years, with the problems of adjustment to the automobile still unsolved, we are already faced with the even more complicated problems of helicopters, electronics, and nuclear fission. Well may we ask ourselves at this time, perhaps with some discouragement, "What Next?"

But before we do so, because it is a heartening thing, let us pause a moment longer to recall with gratitude Edward M. Bassett, Frank B. Williams, Lawson Purdy, George B. Ford, and the others who formulated for New York City the first comprehensive zoning ordinance in the United States, adopted in 1916. Most of us remember clearly the interminable struggles of zoning in the courts, zoning declared unconstitutional in State after State, state constitutional amendments, and finally the famous United States Supreme Court Case of *Euclid Village vs. Ambler Realty Company*. Alfred Bettman's brief in the case will remain a classic for years to come as will our affectionate and grateful remembrance of its author. I can still see kindly Alfred Bettman standing before us and saying, "Tell me what you want to accomplish and I'll tell you how to do it legally." The gap that is left by the departure of Alfred Bettman and Edward M. Bassett and by the enforced inactivity of Frank B. Williams has not yet been filled. But they have left us a legacy of a long, hard battle that was fought and won. Let those who are disheartened by the unfavorable court decisions in urban redevelopment remember the struggles of zoning and take courage.

I wish that my allotted time and your patience permitted us to more than mention the model state planning and zoning enabling legislation prepared by a distinguished group of planners under the auspices of the United States Department of Commerce, Thomas Adams and the history-making Regional Survey of New York and Its Environs; Stephen Mather and the beginnings of the National Park System; the leaders of the golden age of the Harvard Planning School, Henry Vincent Hubbard, Theodora Kimball Hubbard, Thomas Adams, and Arthur Comey to whom our profession and many of us as individuals owe so much; Harcourt A. Morgan and the Tennessee Valley Authority; Frederic A. Delano and the National Resources Planning Board, which is so sorely needed today when the times demand sound, long-range planning of great vision. These leaders and the organizations they served have left us a rich heritage of memories and accomplishments.

Time marches on, not only in terms of the years that have passed since 1904 but also in terms of the minutes that have passed since Mr.

Bartholomew turned me loose upon you. The time has now come for us to turn our eyes from the past that we have known and loved to the unknown and, in many respects, frightening future that lies ahead.

The years before us will be marked by breath-taking events and powerful forces that we cannot possibly anticipate this morning, but it seems perfectly clear that our children and our grandchildren will have at their disposal power resources from nuclear fission and solar energy in quantities that we can scarcely comprehend today. As energy has been the key to the phenomenal progress and the steadily rising standard of living of the twentieth century, so it will almost certainly be the key to what happens in the future.

While none of us would be so rash as to try to predict the future form of our urban living with any degree of precision, the many applications of abundant power will give our children freedoms of choice far beyond any we now enjoy. If they choose to live in concentrated urban communities they can build great structures, pile on pile, at almost inconceivable heights and densities with artificial light and controlled climates. Similarly, if they prefer decentralized living, as most of us do today, then they will be able to spread themselves thinly over the countryside—in terms of both living and working places. What are some of the applications of modern technology that may open opportunities for the decentralized living that man loves so well?

Electronics of the future will surely make routine thinking and acting a relatively useless commodity just as the electric motor and the internal-combustion engine have outmoded human muscular power and the power of horses and mules. Higher education for larger numbers of people will become more important than ever before. The increased leisure time and shorter work weeks that will accompany the release from routine mental as well as physical chores will make decentralized living more feasible, more desirable, and indeed, more essential than it has ever been before. Electronic devices have already resulted in push-button operation of many factory processes. I am informed that the factory almost completely operated by electronics will soon be here. The truck and modern highways and the easy transmission of electric power freed many factories from their former ties to railroads and power sources. The new electronics may free many factories from the necessity of locating near a substantial labor supply. Think what this might mean in terms of industrial decentralization!

The ever-present threat of atomic bombing is another factor that may also encourage or even demand a dispersed manner of living.

Already on the drafting boards are multi-motored helicopters of large carrying capacity, safety, and speed which may well become the rapid-transit vehicles of the future, extending the hour commuting zone from a paltry twenty or thirty miles to a distance that is measured in hundreds of miles. Such vehicles would provide speed, comfort, and

safety that would enable them to compete successfully with the private automobile. I recall a cartoon of a number of years ago in *Punch*, picturing the sky black with airplanes while along a broad, deserted, concrete highway trudged a lone farmer with a wheel-barrow load of manure. The caption was "Somebody Will Always Find a Use for Them."

One can readily imagine a combined telephone and television circuit that will enable a housewife to remain at home, inspect available dresses and hats in her favorite shop and make her selection, thus doing away with the necessity of a trip to a central-business district. Perhaps the surface transit problem, as we know it will vanish before it is solved!

One research scientist has predicted that a five-gallon container of fissionable strontium, a comparatively non-dangerous nuclear power source with a half-life of fifteen years, may be capable of producing all the energy that is needed to heat and operate a house. Wireless transmission of power—now technically but not economically feasible—and electricity from solar energy are developments that will greatly facilitate decentralization. With such power resources, there would be, alas, no spot in the world on which a man could not build his castle and provide his own climate, be it on the crest of the highest mountain, in the heart of the teeming jungle, or in the farthest reaches of the arctic.

Perhaps these ideas are fantastic dreams. The technologic developments of the future may be very different from the ones we have been imagining—but of this, I feel quite certain. In the years ahead, the world will become further dwarfed, the people of the world and their problems will be brought closer together, the differentiation between what is city and what is country, which has been gradually disappearing during the last few decades, will continue to disappear at a greatly accelerated rate. Even, today, there remains no isolated South Sea island, no uninhabited polar ice cap, no place in the whole world where a man can escape his fellow men and the problems of what has become truly "one world." What does this mean to planners and civic leaders? I think it means a number of things.

In the world of the future, in which are widely distributed over the entire face of the globe, our reservations of state and national parks, forests, and monuments may become the only places in the entire world in which man can find some measure of solitude and escape from his fellow beings, the only place of return to the home of his ancestors of 1954 or 1054 (I suspect the difference will fade into insignificance in the near future.) If we value these natural areas today, how much more will our children and grandchildren value them tomorrow? Unspoiled natural areas are one of the most priceless treasures we can give to generations that are yet unborn. Our vision will be the vision of a mole if we sacrifice one national park or forest for a mess of dollars or killewatts or navigation or irrigation. In the years to come, national parks and forests may well be the preservers of the sanity of a people.



The time has surely come when all of us should rally behind the McFarlands, the Wirths, the Delanos, and the Albrights of this country and forcefully and without question or doubt demand the preservation and protection of the small amount of our national heritage that remains in our state and national parks and forests and monuments.

I think that the opportunities the future holds for increased decentralization means that the thinking our political scientists are doing on metropolitan government today is likely to be completely out-of-date and inapplicable to the situation in which we shall find ourselves in the comparatively near future — long before the types of metropolitan government that are now being proposed will be generally accepted and accomplished. I am not for a moment arguing that we can afford to ignore the problems that are with us today and will be with us in the immediate tomorrow. I would only urge that a few impractical dreamers give some thought to the "practical" problems of the future.

The advance of technology at an accelerating rate means that from now on we must pay more than lip service to the idea that planning is a continuing rather than a one-shot enterprise and we must set as our real goal not a *planned city* but a *planning city*. Rethinking, reorientation, and experimentation in the proper organization and location of the planning function and in the appropriate role of the planning engineer, the consultant, and most importantly, the citizen, are clearly required. What was sound and progressive and right in the days of the U. S. Department of Commerce model planning and zoning enabling acts may today be as antiquated and backward as the automobile or airplane of that year. We cannot afford to close our eyes and our minds to change, despite the fact that change may render obsolete some of our present ideas, policies, and practices. I am not for a moment urging that we blindly scrap what has proved valuable in the past but rather that we test it rigorously and retain only those features of the past that will equally well meet the changed needs of the present and the future.

Each of us can formulate his own list of improved planning techniques and practices that the immediate future will demand. My own list includes quantitative as well as improved qualitative land-subdivision controls; more realistic zoning with improved techniques that will make it possible to substitute the precise surgeon's scalpel for the crude meat axe that we use today in carving out the land-use pattern of our cities; and more effective techniques for eliminating the congestion that is strangling central business districts. Perhaps we can find devices that will encourage the location in the central business district of those uses that require a central location for their effective functioning and will discourage or prohibit the location there of those that can function equally well elsewhere. More effective urban redevelopment techniques that will really make it possible to eliminate worn out houses and other

structures, just as we discard worn out clothing, and secure their replacement with new structures and uses, is another urgent need.

High on my list of requirements is the reestablishment of a competent national planning agency that is so vitally needed if our nation is to realize the opportunities and avoid the problems and pitfalls that lie ahead. The unified development of all the resources of our great river valleys is another challenging need of the future. If national and regional planning and development are required today and tomorrow so, I feel sure, is some form of global planning, if the legitimate aspirations of the peoples of the world are to be realized and their resources developed and if we are all to live together in peace, as we must if we are to live at all.

I should like to close with the words a scientist spoke in 1900,<sup>1</sup> which I think might well form the keynote of this Golden Anniversary Conference:

"Ancient and medieval history dealt with bloody wars, limiting creeds, cunning politics, and the greed of conquest. Modern history must leave these to a subordinate place, and substitute for them, as of greater importance, the genius of invention, the elements and agencies of industrial progress, and the arts of peace; and in so doing it marks the approaching millenium of happiness, good will and material prosperity which men have always longed for."

## The Sanctity of National Parks and Monuments

TOM WALLACE, Editor Emeritus, *Louisville Times*, Louisville, Ky.

In 1877 Henry Watterson felt that politicians had entered into a conspiracy to give the office of President of the United States to Hayes when he believed it had been won by Tilden. Mr. Watterson proposed that a mass protest be made in Washington. He asked Kentucky Democrats to send at least 10,000 unarmed Kentuckians.

His editorial became one of the most famous utterances of an editor in the history of American journalism. Nearly all he said applies perfectly to circumstances of today which affect a great heritage of the people of the United States.

It is actually more important in 1954 that those Theodore Roosevelt might have called burglars and second story men—exploiters of several classes—be kept out of national parks and national monuments than it was to seat Tilden and prevent the seating of Hayes.

Allowance must be made for the passions that partisan politics breeds; for the conviction of Democrats that only a Democratic administration can save the Republic from destruction; the conviction of Republicans that only a Republican victory can avert calamity

<sup>1</sup>Reported in the *Scientific American*, September, 1950

Principle is always more important than the price that may be paid by the public if an evil is done by a political party in the interest of the chosen champion. The principle that is involved in the question of whether exploiters shall be turned into solemnly dedicated national parks is quite as important as the principle that when a man has been elected to office he shall have the office to which he was elected. It involves the integrity of government.

Said Mr. Watterson: "The election of Tilden, the existence of the conspiracy and the names of the conspirators are known today."

He mentioned, among others, the President, the Secretary of the Interior. "How they are to partition the Government out among themselves after they have usurped it belongs to the category of details", he said, "the organization and the purposes are clear."

How slight the necessary paraphrasing. The dedication of the national parks, the existence of the conspiracy, objectives of the conspirators, are known.

"They think that with the Army at their command," continued Watterson, "they can, by a bold, defiant and lawless policy bring the Senate to their heels."

Again how simple and how slight the necessary adaption.

The conspirators today think that with Congress at their command they can by a bold, defiant and lawless policy bring the public to their heels; that they can march with the plunder in their knapsacks and smiles upon their lips.

They do not think of Dinosaur alone, or especially. The area of loot would span the continent.

"Congress", said Watterson, "is a reflector, not a breeder of ideas . . . it looks to the country."

Here no change of phrase or word is needed to apply to the case under consideration the argument of the great editor.

"Is there no peaceful remedy", asked Watterson. His answer was, "I think there is."

"There is the right of petition."

Mr. Watterson said that if the people would exercise their peaceful right of petition, sending 100,000 petitioners to Washington to present a memorial in person there would be no usurpation.

Suggesting that Kentucky Democrats send 10,000 men, the editor said "less than this will be of no avail."

In that penetrant assertion is revealed the student of the simple psychology of politics.

In his last paragraph my great chief—of later days of course—referred to the "most dangerous issue that ever menaced the existence of a free government."

Again the paraphrasing is easy.

The conspirators against the national parks include those who would



see the heart of Dinosaur traded for regional good will. They include also those, more numerous and potent, who hunger for the widespread pickings which would follow establishing the precedent that use of parks as parks is not of primary importance. Already fat, yet of good appetite, they sit silently, waiting for the feast, as the vultures wait on the Parsee Towers of Silence in Bombay. Those who wait menace the existence of all of the national parks.

Congress failed to pass H. R. 4449 which includes in its provisions Echo Park Dam in Dinosaur National Monument, but new bills will undoubtedly be introduced into the next Congress.

This is no time for discussion of the wide appeal of national parks; for appraisal of their various values. To win the battle a Molly Pitcher rather than a bugler is needed.

If, from among the millions who would protect parks, but who are unorganized or not so organized that through organization they have strength, even 10,000 should go to Washington as petitioners, Congress hardly would pass this Upper Colorado River bill. Or would not pass it without striking out the provision that would establish the precedent that the value of national parks as such and laws guarding them need not be considered seriously.

The petitioners should call at the White House, to find whether they would be received.

It would be well for them not to waste time at the Department of the Interior, even if its portals should swing wide in sophisticated welcome.

Capitol Hill, at the other end of Pennsylvania Avenue should be the petitioners' Mecca.

Petitioners who go in squads to be heard by Committees of Congress do not interest the press or win the sympathy of the country, to which, as Watterson said, Congress looks.

## Panel on Watershed Approach to Conservation

C. G. PAULSEN, Chief Hydraulic Engineer, U. S. Geological Survey,  
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**W**ATER stringencies and water conflicts are becoming more frequent and more critical. During the summer of 1953, 15 percent of all persons served by public systems had their use of water curtailed. The recent drought has served to bring the general pattern of ever increasing demand for water into sharper relief. The greatly increasing demand for water that reflects our growing industrial strength and our rising standard of living, also introduced a large measure of conflict and competition for the available resources. I would like to discuss the nature of these conflicts and how they concern civic organizations in dealing with conservation.

There are two words in the title of my address whose meaning I would like to review with you just to be sure that we are thinking about the same things. The word "watershed", borrowed from the geographers, properly means the boundary line between two drainage basins or the divide. However, in current practice it is used to mean river basin or drainage basin and especially to mean those smaller basins suitable as units of water and land management. My use of the term "watershed" for this discussion shall be as a hydrologic unit for water accounting. The catchment area is bounded by natural divides that separate it water-wise from contiguous areas. Watersheds in this sense are natural and convenient units for handling water problems. But, like human beings, they are infinitely varied, and in order to prescribe remedies or plan for their future health, it is essential to have full knowledge of the existing physical conditions and a continuing record of the variable factors that may require changes in the treatment from time to time and from place to place. The general acceptance of the watershed as the logical unit for planning and development, both local and regional, emphasizes the extent to which the water resources constitute a focal point about which the integrated development and utilization of the other resources of the region tend to revolve. Such development seeks not only to derive the optimum potential benefits from the water resources, but to reduce losses by floods and droughts and to improve the use of other resources, such as soil, range lands, and forests. Wise planning and successful achievement of the development of the resources of a watershed has as a prerequisite adequate background knowledge of the measurable streams and ground-water reservoirs and the variations in them, of the many climatic factors that may cause them to vary, adequate coverage of the area by suitable topographic maps, soil maps, geologic maps, a knowledge of the geologic conditions which affect both surface-water runoff and ground-water storage, and many other sorts of information. It is evident that, contrary to some widely accepted beliefs, the conservation of water is a very complex problem which, because of the key position of the water resources in our economy, requires that our current activities and our planning for the future be conducted in the light of a well-considered appraisal of the factors that affect water supply.

Defined negatively, the word *conservation* means the management of our basic water and land resources so that their yield does not deteriorate from year to year. Students of natural resources have shown that production and development is not always conservation. Production has as its chief goal the obtaining of the greatest yield for a given amount of labor and material. Conservation is a more difficult word to describe in positive terms. It embodies concepts which attempt to join our noblest desires for the future to the expedience of today. Conservation must be the essence of planning to guide the development of our land

and water resources to optimum use. Conservation is, therefore, not just preservation of wild life, trees, or even protection of scenery. These are only parts of the whole. Nor should grand schemes for land and water development be considered as the whole province of conservation. All these things may be conservation only to the extent that they are prompted by the desire to maintain and sustain our natural resources.

Our water resource is renewable, which means that it is continuously regenerated and purified in the natural process called the hydrologic cycle. From ocean to the atmosphere, to the land and back to the air by evaporation or to the ocean in streams, water moves in a never-ending cycle and thus supports and sustains the living things on earth. Now, as always, water is a gift of the skies and of the earth. We use water as we need it as it passes within our reach. And after its temporary service, it continues its natural course in unending circuit.

Until recent years, water was widely accepted in much the same way as air and sunshine, a free heritage that fulfills its role without limit and without beginning or ending. But, to our serious concern, we are discovering that water is not free and limitless. We are learning that the limit to the amount of water is a controlling factor in our economic development.

Nor is land a limitless resource. Land has little value without water, either in the humid East or in the arid West. We are apt to lose sight of this fact while water needs are modest and water is relatively plentiful, until increasing demand and competition of other uses begin either to narrow the amount of water that might be available to exploit a land site, or to increase the amount of land that must be dedicated to water conservation.

Because use of water is increasing and because limits to the amount of water are appearing in certain places, competition and conflict ultimately are developing for the available supply in those places. Market-place competition is good economic medicine to assure maximum efficiency in the development of water resources today. But competition between methods of conservation may result in unwise conclusions, made without adequate knowledge of the hydrologic consequences of several alternative plans for conservation, or in plans by competing groups to achieve development that may not be sound from the standpoint of conservation. Our aim is to assist in the wise conservation of water resources by substituting knowledge for illusion and data for assumption. Competition becomes an issue when supply is limited. The optimum use of water which in essence is water conservation and the reduction of waste can be achieved by appreciation of the hydrologic principles that govern the occurrence of water.

At the recent Mid-Century Conference on Resources for the Future, there were frequent references to the unknowns that still beset attempts to resolve competition for land and water. Many speakers pointed out



that there is still inadequate knowledge about the techniques and measures necessary or desirable for the control of watersheds.

What is the nature of these related and competitive uses of water as we see them today? First, we know that there is hardly any beneficial use of water that does not, in some way, have attendant adverse consequences toward other uses, or toward its co-resource, the land. Consider only one facet of water-resources development—say flood control. Attempts to store more water in the soil to curb floods and erosion may deprive downstream users of valuable water and cause channel clogging and other deterioration. Similarly the benefits of reservoirs for water storage for water supply or power, are obtained at the expense of flooding considerable areas of crop land. Much of the stored water is lost by evaporation from the reservoir surface.

Probably we can get full agreement only on the point that direct human consumption shall have first priority on the available water. After this relatively small amount is provided for, there is argument about the division of the major portion. Water competition has long been keen in the West, and will increase in the East as the margin of unused supply is narrowed. Consider, for example, the difference in approach and the divided opinion as to whether the development of the Missouri River would or should give priority to the farmers and ranchers on the headwaters or to the downstream water users, and the disagreements among the States that are interested in the sharing of the water of the Delaware River. It is pertinent to point out that the area of disagreement narrowed considerably after firm figures on the amount of available supply were determined.

Disagreements on different kinds of water use will also provide another class of contention. We shall experience more frequent arguments between such alternate uses as irrigation, industrial and municipal supply, recreation, and water power.

We are already familiar with the arguments for alternative methods of flood control: small dams *vs.* large dams, upstream land management *vs.* downstream engineering, flood-plain zoning *vs.* flood protection, etc. Here again the arguments are heated because the flood plains are highly valued land and, in any event, the amount of flood protection that can be obtained is limited by economic and physical factors. Acre for acre, flood plains produce more food and contain more property than the lands higher above the streams. How is this use to be adjusted to the facts of flooding?

We should be warned that irrigation is becoming an increasingly important factor in the East and may very soon be competing for the available supply of water. Nearly every summer every area in the East experiences a dry spell during which soil moisture is seriously depleted and crop yields suffer. Farmers have learned that irrigation pays off in larger and more timely harvests. The rapid expansion of supplemental

irrigation in the East may some day result in more water being used for irrigation in the East than in the arid West. Unlike many other uses for water, irrigation is consumptive; that is, a part of the water is evaporated. This new and consumptive use will foster greater competition between farm and city. We foresee that many eastern States will need to recognize the new conditions by statute to replace the Common Law inherited from Great Britain, where, by the way, increasing competition has already forced a change in legal principles.

Another area of competition is represented by the conflicting needs for water of high quality standards. Cooling water for industry and large-scale air conditioning requires water of low uniform temperature. Certain industrial manufacturing plants have rather narrow tolerances for permissible dissolved mineral matter in their water supply, the quality of the water for further reuse diminishes but the use of streams for the discharge and conveyance of municipal and industrial wastes causes deterioration in the quality of the water supply which will place a limit on future developments unless corrective measures are taken.

Still another area of competition lies in the alternative uses of land in relation to water. Storage of water is a form of land use and it should be weighed against alternative uses for the land. Dedication of land as a reservoir site might well be the most productive use of topographically and geologically suited land. This principle was recognized many years ago in withdrawing of reservoir sites on the public domain of the West from entry so that they may be available for possible water storage.

One might conjecture whether it would not be wise to set aside provisional reservoir sites and withhold them from productive uses on the possibility that many years hence their use as reservoir sites would be economically justified. Reservoir sites are themselves a resource, and together with natural or artificial recharge areas they should be considered in land-use planning, because without them the use of water becomes impaired, ultimately reacting to the detriment of the usefulness of the land. Development of ground-water reservoirs to the fullest extent possible can assist considerably in reducing the need for land surface for reservoir sites.

The watershed approach offers one method for narrowing the areas of competition and for resolving conflicting uses in the interest of conservation. The first step in this attack is to know water. Find out how much is available, where and when it occurs, and what is its quality. The watershed is, of course, a logical unit for such hydrologic inventory. The second part of the watershed account is a catalog of present uses and needs for water. Comparison of the potential supply with the pattern of uses will reveal the areas of surplus and the areas of deficiency, which, I think everyone will agree, is an essential step for conservation planning. But this isn't all.

Advantage must be taken of the possibilities for bringing together mutually consistent uses. We are already experiencing a considerable trend toward multipurpose river-basin development on a large scale; for example, using systems of reservoirs for power, irrigation supply, and flood control. Something of the same kind can be applied in the local watershed, provided water is used with regard to subsequent uses. Most industrial and municipal uses are not highly consumptive, so that most of the water withdrawn is returned to the stream or ground and, except in some coastal areas, becomes available for reuse. Thus, the total diversion from some streams may exceed the flow by several fold; the same quantity being reused many times over. I need only call your attention to the Mahoning Valley which serves the Youngstown industrial area for an example of conservation reuse of water. Each reuse of water abstracts some quantity and some quality, and the water may be reused so long as its chemical and thermal properties are not impaired, or are maintained at a satisfactory level by dilution as fresh water is added by tributary sources. Further, a number of the newer plants of some of the larger water-using industries are being designed for greater recirculation of used water so that net water intake is reduced.

Another essential factor in watershed conservation is to know what adjustments in land or water use can be made to improve the quantity and quality of the net supply. This is a little known area of hydrology that calls for added research. As yet, we cannot forecast fully the long-term consequences of land-use modification upon the supply of water. Except for recurring droughts and water withdrawals, we know from our records of stream flow and ground-water levels that over the past 50 or 75 years overall average water supply has not diminished. In other words, so far as is known, there are no discernible adverse long-term trends in the hydrologic records. Of course, we must be guarded for the future and the Geological Survey intends to keep informed on this subject, but there seems to be no cause for alarm that our primary sources of water will fail us. The problem that really should concern us, is to determine the basic water facts upon which to plan for a sound program of use and development of the available resources.

The facts available at this time do not permit us to make dependable evaluation of the affect on man's usable water supply of such changes in land-use as deforestation, farming or urbanization. With respect to forests, there are several studies that show that trees are heavy users of water, which has led some economists to argue that forests should be grown only in water-surplus areas. But there are other studies to show that forest soils have considerable capacity to take in water and, therefore, where geologic conditions are favorable, are considered important areas of ground-water recharge and flood detention. On the other hand, we know from experience that forest lands contribute flood water to major floods that sporadically disrupt our river towns and cities.



As I mentioned at the beginning of this statement, development is not necessarily conservation, unless it is consistent with the maximum long-term use of the resource. For example, within a few decades numerous and severe water stringencies can develop, not so much because the Nation-wide supply is inadequate, but because industrial development may have crystallized in a geographic pattern inconsistent with the distribution of that supply. There is a sobering finality in river basin development: once a major construction plan is undertaken little can be done to change the pattern of water use which it imposes on the surrounding area. Heavy investment is being made on new dams, power plants and other works which, when completed, will fix the main outlines of economic development for decades to come. The main pattern of water development will be frozen as surely as the pattern of railroad freight traffic was frozen at the turn of the century.

Although we may not be able to plan for the best land and water use—because we don't know what is best—we can look toward a sensible arrangement in accord with water facts as they are impartially determined. Interests vary between people and, for one person, from one year and another. No one group of people can determine what is desirable for all, or for all time. Although conflicting interests for the available land and water resources are bound to develop, it is well to remember that the issues between proponents of various land and water uses are more likely to be soundly resolved when the essential facts are available and the issues openly argued. It is the fact-finder's job to define the ever-varying supply of water as provided by nature and as conditioned by the changing development, use, and reuse of the water resources. It is the duty of public-minded bodies like American Planning and Civic Association to direct attention to present difficulties and to future needs so that our resources will not be impaired because we have employed them wastefully.

C. V. YOUNGQUIST, Chief, Division of Water,  
Ohio Department of Natural Resources, Columbus, O.

**M**Y FIELD of thought and effort for many years has been in water; therefore the subject assigned is of consuming interest. A difficulty I have experienced in these years is an understanding of the term "conservation", particularly water conservation. Some time ago I heard a speaker say "conservation is religion". If we use this synonym in our assigned topic it comes out "Watershed Approach to Water Religion."

Searching for a definition of conservation I obtained a recent book "Resource Conservation" by Professor Wantrup of the University of California. Professor Wantrup lists a number of commonly accepted definitions of conservation and their inadequacy.

First he states that to some, conservation means non-use. He points out that in the constitution of the State of New York relating to forest preserves, use is prohibited with consequent difficulty in forest administration. Certainly in a flowing resource such as water conservation cannot mean non-use.

Another definition cited—"conservation is wise use." This definition is also meaningless unless the adjective "wise" is interpreted. If I own a hillside forest adjacent to a neighbor's fertile bottom land it may seem wise to me because of financial or tax reasons to remove the forest. This action would seem unwise to the bottom-land neighbor whose fields were devastated by rushing water and sediment because of forest removal.

Conservation has also been defined as "the greatest use to the greatest number over the greatest length of time." These three objectives as indicated by Professor Wantrup are usually in conflict with each other.

An example is a large chemical industry established in Ohio over 50 years ago near the headwaters of the Muskingum River. This plant produced a valuable basic chemical product from two adjacent worthless minerals. A by-product of their operation is a waste which is extremely damaging to stream water. In the early 1900's when the stream was little used this industry was no doubt producing from natural resources the greatest good to the greatest number but the time factor was working against them with increased population and use of water this industry is now probably causing more damage to the water resources than the chemical wealth it is creating.

Professor Wantrup, being dissatisfied with all common definitions of conservation proposes one of his own which I quote as follows:

We may then quantitatively define conservation as changes in the time distribution of use rates of individual resources in which the aggregate weighted change in use rates is greater than zero.

This semantic discussion is not intended to confuse but to arouse this panel to greater effort at clarity. For the purpose of discussion I shall treat the subject as "Watershed Approach to Water Management." "Management" will mean control and use.

The watershed sets a finite if not always a definite limit on the water to be controlled or available for use. The water yield of any watershed may vary widely from one year to the next. While maximum flood flows of a watershed seem to have no upper limit they do tend to approach an upper limit. Studies of maximum possible rainfall over watersheds have lent more confidence in defining that upper limit. Historic droughts tend to set a lower limit to watershed yields.

The Conservancy District of Ohio recognized that political subdivisions cut across natural watersheds and that a means was needed

to administer water management on a watershed basis. That this concept was sound is attested by the accomplishment of the Miami and later the Muskingum conservancy districts.

Texas, in proposed management projects, contemplates diversion from water surplus areas in the East to water deficient areas in the West. The watershed-principle of management still applies because the water yields and water needs must be considered in each watershed.

Pollution control and mitigation can only logically be accomplished on a watershed basis. The Ohio River Water Sanitation Commission, Incodel, The Interstate Commission on the Potomac are active examples of this concept.

Underground water boundaries are almost never coincident with the boundaries of surface water. However, it appears equally logical for administration of underground water where present administration is much more haphazard than for surface water resources. The need is for geologic and hydrologic data to define the underground watershed boundaries.

The watershed is the unifying basis for the management of most of our natural resources. The water resources as defined by watersheds constitutes a focus on which the integrated development and utilization of other resources of the watershed tend to converge.

The United States has expanded its agricultural and industrial production tremendously to satisfy its expanding population and to aid in building a free world. Our ability to maintain and increase this production will depend on our foresight in controlling and utilizing effectively our limited water resources. The challenge is here. The most effective first step to that challenge is recognition that the watershed is the only approach to real water management.

BRYCE C. BROWNING, Secretary-Treasurer, Muskingum Watershed Conservatory District, New Philadelphia, O.

**T**HOUSANDS of years ago a wise man said, "Where there is no vision the people perish." Recorded history gives many examples of its truth. But the evidence unearthed by the archaeologists is even more striking. It is a tragic story of civilizations that developed, prospered, and then faded into oblivion. There were many apparent reasons but basically, it was lack of wisdom. Often it resulted from failure to, adequately conserve essential water and soil resources.

The critical effects of lack of vision in resource conservation are more evident today than at any previous time in world history. Every one seems to recognize it as a major cause of world tensions. But with all our great concern for the undernourished and underprivileged masses of the world, America continues a policy of "too little and too late" in safeguarding her own basic resources. It is a common weakness to



assume that the rules apply only to the other fellow. We know that "it can't happen here." But without the vision of Hugh Bennett and a few other such wise prophets, America might soon be threatened with critical shortages of essential soil resources. There is great need for similar leadership in the water field.

In my more than 25 years of association with the conservation movement, there has been a tremendous change in public opinion. Originally, the only conservation interest of Ohio citizens was in flood control. This resulted primarily from the great flood of 1913 and its awful destruction of lives and property. It was the surplus of water, not possible shortages, that concerned the public.

Today our major concern at both State and National levels is water shortages, existing and potential. With the exception of a few favored communities such as those located on the Great Lakes or major rivers, the problem is already a serious one. Because of water limitations many communities have apparently reached their maximum expansion, and countless others are threatened. As a result, it seems possible there may be more committees and organizations, at local, state and national levels, devoting themselves to its study, than to any other similar problems. While this is encouraging there is danger in the resulting confusion of ideas and remedies.

Cloud seeding, massive pipe lines from major lakes and rivers and desalting of sea waters may all have possibilities. But, based on present knowledge and costs, the great majority of communities must approach the problem on the basis of existing water resources within their respective watersheds. Population growth and increased per capita water consumption emphasize the necessity of immediate action. The available evidence seems to indicate that we should anticipate future need of every drop of rainfall and proceed immediately with orderly plans for its eventual storage.

The major problem is where and how to store? If nature had provided us with sufficient underground storage areas the problem would be much simpler. There is a desperate need for exact information as to these underground possibilities. But it seems agreed they will take care of only a fraction of the total need and that our primary dependence must be on surface impoundment.

The subject of this panel discussion is "Watershed Approach to Water Conservation." In my biased opinion there is no other approach. This is particularly true if we think in terms of complete utilization of our rainfall. It appears to be the only method that will guarantee an equitable division among the affected communities and citizens.

The first need in every watershed is for expert engineering study to determine potential long range water needs and how and where it may be stored. With the extreme variation in annual rainfall this implies the necessity of great storage reservoirs. It is here that we begin to

realize the effects of our lack of vision. Major highways, industries, utilities and municipal developments are continually taking the areas needed for water storage. Many of the other suitable ones may be of such great value for food production as to make their use appear questionable. The most desirable sites and often the only suitable ones are already taken. Except as immediate studies are made and suitable storage sites promptly reserved, the eventual costs may reach astronomical proportions.

If these essential watershed studies are to be made, the next question is how and by whom shall they be financed? We have just come through an era of great Federal participation in every field of public service. As a result both local and state governments have lost much of their initiative. The present trend is back to the people. While the assistance of both state and Federal Government appears essential to the solving of so great a problem, it is suggested that the primary responsibility for planning should be that of local government. However, state and Federal subsidies may be necessary to assure prompt action. The division of construction costs should be based on resulting benefits.

Any careful analysis of the subject will usually indicate substantial Federal and State benefits from properly designed reservoir development. Congress has already provided that the primary responsibility for flood control is vested in the Federal Government. It is also apparent that state highways and bridges are major benefactors. Hundreds of billion of dollars worth of flood projects have already been proposed. Almost every valley community has one. In many instances, with only a limited increase in cost, the same dam and reservoir will serve for both water conservation and flood control. With the tremendous and continuing increase in our need for valley lands, it appears essential that no new reservoirs be constructed until this dual use possibility is determined.

As a direct result of the great flood of 1913, Ohio pioneered in the establishment of water conservation legislation. After forty years of testing, its Conservancy Act is still considered to be the foremost law of its type. It has been generally copied throughout this country and in other lands. While requiring some modernization, its basic provisions are sound and have stood the test of time. It provides for local initiative in organizing watershed projects. It permits State and Federal participation in planning, construction and administration, with maximum protection to local interests.

In Ohio the Miami and Muskingum Conservatory Districts are typical examples of the results that may be attained through watershed developments. The Muskingum District, being organized almost a generation later than the Miami, was able to benefit by its experience. Tremendous changes in the conservation concept had taken place during this period. As a result the Muskingum was permitted to undertake a

broader program. The favorable results which it attained would have been impossible without the leadership and example of the Miami.

While the Muskingum project was designed to provide maximum benefits to the local people, its major construction cost was assumed by the Federal and State governments. This resulted primarily from the employment emergency existing at the time. However, the contribution of each was originally based on an estimate of the benefits accruing to it.

With the exception of a \$10,000 State grant for survey purposes, all the costs of the promotion and original planning of the Muskingum project were paid by the local people. Economy and efficiency were necessary parts of the program. Because of the high value of main valley lands and the competition of costly utility, industrial and municipal developments, it was necessary for their engineers to go far up the tributary streams to find economically practical reservoir sites. Here it was discovered that, in certain of the areas, much greater storage was possible than was required for flood protection. It was only necessary to build the dams a little higher and purchase a limited amount of additional land, in order to create ten permanent lakes with a total surface area of more than 16,000 acres. Through this pioneering development was created an asset of tremendous value at a minimum of additional cost and with no reduction in essential flood storage.

Created by a Conservancy Court consisting of a Judge from each of its eighteen counties, the Muskingum District is close to its people. Its Court appointed, three member Board of Directors has shown a unique sense of public responsibility. In its desire to do an efficient job the Board established certain basic policies. Of these, four seem to have particular significance. They are: (1) That the District would continue to pay the regular real estate tax on all its lands; (2) That it would operate on the minimum of tax income; (3) That, to the extent of its ability, it would develop its facilities so as to provide the maximum of public benefits; (4) That it would not duplicate the work other agencies of government—Federal, State, or local—could and would do.

Briefly, the District has paid the regular real estate tax on all its lands since their acquisition. This now totals nearly \$400,000. Since 1939 it has operated without tax income of any kind. It has been suggested that it is the only agency of Government that both pays taxes and operates without tax income.

In order that maximum benefits might be provided, the Board dedicated to public use a margin of shoreline around each of its ten lakes. This totals 365 miles. All its islands are also dedicated to public use, and only twenty percent of its lands, adjoining the shoreline areas, may be used for commercial recreation purposes.

The policy of not duplicating the work of other agencies is, of course, primarily responsible for the District's financial success. Limits of time



prevent a listing of these cooperators. During the development period there were twenty different ones, and ten are still actively participating in the program. With the exception of the War Department, which, under authority of Congress, administers the flood control phases of the District program, this is all accomplished without additional cost to the tax payer.

It is said that, "The proof of the pudding is in the eating." A brief listing of the benefits thus far attained through the Muskingum Development might be of interest.

According to the War Department, the flood control benefits already afforded by the Muskingum project have a value of \$20,000,000. This appears to justify the \$48,000,000 investment in it. This is particularly true when we realize that, during the sixteen years of its operation, there has been no combination of conditions such as produced the previous major floods. But, to the majority of people, it is the recreation facilities afforded by the Muskingum development that have the greatest value. There are more than six million persons living within a two-hour drive of its major lake park developments. Each year more than two and one half million visits are paid to them. According to tables developed by the National Park Service, this recreation resource already has a value of more than one million dollars a year and it is still increasing.

Water conservation is the theme of our present discussion. While its value is difficult to estimate, many authorities suggest that it may be greater than either the flood control or recreation. New industries are being attracted to the Valley because of this water resource, and it has made possible the expansion of its power production facilities. The general growth of its communities is encouraged by the assured water supply, and agriculture is benefitted by the promise of water for needed irrigation purposes.

The combination of benefits from the Muskingum development has had a decided beneficial effect on the general economy of the Area. There is a new outlook. Visitors seem particularly aware of it. E. H. Taylor, Senior Associate Editor of the Country Gentleman Magazine, and one of America's foremost conservation authorities, recently said:

The Muskingum Conservancy District has an inestimable present and future value to the people of its area. But its worth to the nation as a whole is perhaps even larger. It demonstrated the great possibilities of watershed development and management for the public benefit. At the same time it showed how this could successfully be accomplished by local initiative, planning, organization, and responsibility. Thus it became both an inspiration and an example of people in various other parts of the country. Today the watershed is being accepted as the practical basis of multi-purpose programs for the conservation and more beneficial use of our natural resources. It can be said without question that the most important single contribution to this trend was made by the Muskingum Conservancy District and those who have so ably managed its development.

We, who are associated with the Muskingum project, would be the first to state that Mr. Taylor has been much too kind in his praise. Our mistakes have been many and great, and the beneficial results came largely from the friendly interest and wise counsel of many friends and authorities. The only purpose in quoting him is to indicate the type of success that may be anticipated in the water resource field through a watershed approach. The need for watershed activity is great and immediate. Delay may so increase costs as to endanger the program. In conclusion, it seems proper to repeat, "Where there is no vision the people perish."

## Roadside Control

MRS. CYRIL G. FOX, President, Pennsylvania Roadside Council,  
Media, Pa.

AS IN MATRIMONY, there may be cynics in the field of highway planning to claim that "the first 100 years are the hardest!" But, speaking as a very interested spectator of the progress in highway-building during the last quarter of a century, and marveling especially over the fabulous parkways and expressways which have fanned out across the nation during the past 15 years, I am inclined to quote another gag-line and say,—“You ain’t seen nothing yet!”

You will recall the breath-taking exhibit of General Motors, at the New York "World's Fair" in 1939, in which Norman Bel Geddes displayed his genius in a unique exhibit portraying "The Highways of Tomorrow". Referred to as "Dream Highways" by a public just emerging from a horse-and-buggy age, the first pattern for such 4-lane, limited access highways was laid down across Pennsylvania by a specially appointed Pennsylvania Turnpike Commission. October of 1940,—less than 15 years ago,—marked the grand opening of this first "dream" highway to the steady stream of traffic which has flowed thru its gates ever since.

World War II, with the resultant shortages of labor and materials, checked the wave of highway building temporarily. But public clamor for more *dream highways*, plus a demonstrated willingness to pay tolls to make them possible, produced an accelerated program of highway building such as the world had never seen.

Today, 55 million motor vehicles are using  $3\frac{1}{4}$  million miles of public roads and streets, while the building of toll roads goes on around the clock in the majority of states to supplement this staggering figure. Some mathematical genius has figured out that today's cars, if bolted bumper to bumper, would reach to the moon. But no one, apparently, has yet come up with any suggested resting-place for the 80 million cars

we are expected to have by 1975! There was an assured and permanent resting-place for 40,000 users of our present quota, however, last year,—and there is an uncertain future for the 2 million men, women and children who escaped with only injuries of varying degrees. The dollar cost of this toll of death and destruction is estimated at 4 billion dollars,—if, indeed, human life can be evaluated in dollars. All of which proves that even “dream highways” must be examined critically, and their deficiencies given the most careful consideration, lest they turn into a nightmare of horrors.

We are told by the experts that our present highway problem is CRITICAL. We are told that 50 billion dollars is a realistic figure for covering present highway needs and relieving the obvious discrepancy between the fast-growing number of cars and the inadequate highways safely to serve them. However, with the present average outlay for both federal-aid and the aggregate state highway systems a mere 3 billion and 900 million shrunken dollars per year, there is quite a yawning gap to be considered, with more than passing interest, by the oil and automotive industries, as well as by the motoring public.

Wishful thinking doesn't produce elastic dollars, unfortunately, so for some years to come it would appear that you and I must live with an admittedly wholly inadequate system of highways, continue to waste our gas and tires while struggling thru the congested traffic which plagues most urban centers, and continue to risk our lives every time we step into a car.

But, an old Chinese proverb advises that “When the moon is fullest it begins to wane; when it is darkest it begins to grow.” So, while our highway picture of the moment may indeed be dark, I think you will agree that an aroused and decidedly vocal public opinion is causing it to grow steadily brighter. And quite the brightest aspect, I think, is a growing realization by highway builders and public alike that controlled roadside usage along major arteries of travel can and will alleviate traffic congestion and reduce accidents to an amazing degree. Sufficient factual information has already been published about the reduced carrying capacity and highway safety produced by *marginal friction* and the unregulated ribbon-slum development which characterizes most of our major highways to make any further comment here unnecessary. But supported by facts and figures our Association can very properly assume the responsibility of evaluating and advising on the most practical and effective remedial measures and techniques. Then responsibility for the necessary action and follow-thru may precisely be placed on the appointed representatives of the public.

Erling D. Solberg, of the Bureau of Agricultural Economics, in a recent report to the Highway Research Board, states that roadside protection techniques fall into two main classes, namely (1) control thru acquisition by purchase or condemnation of rights essential to



roadside development; and (2) control by regulations and restrictions imposed under the police power,—in short, *zoning*. Mr. Solberg's extensive and well-documented report on the use of zoning in various sections of the country, where this tool was adapted to special needs and conditions, gives conclusive proof of the value and economy of this technique in controlling roadside abuses. At the same time he calls attention to the weakness of zoning by local units of government, wherein local pressures frequently cause a breakdown of locally imposed and administered regulations. Since, to date, there has been no highway zoning at the *state* level, despite persistent efforts in a number of states to secure it, (my own state of Pennsylvania included) we have no means of appraising the real value of a state highway zoning law such as the American Automobile Association and State Planning Boards have long advocated.

Opposition to the common-sense instrument of zoning for restoring order along state highways stems from the concerted efforts of the outdoor advertising fraternity to misinform rural property-owners about its provisions. Tall tales are circulated by these quick-money boys as they pack the hearings on proposed zoning ordinances and raise anguished cries about "attacks on the farmer's 'sacred property rights'". The "Principle of Real Property Law", as outlined in the October 1948 issue of *Traffic Quarterly*, published by the *Eno Foundation for Highway Traffic Control*, wholly disproves any such "right" as that claimed by the billboard interests. This is too little known, unfortunately, even in interested groups. Legislators and other public officials must have their attention drawn to the fact that the owner of land cannot legally sell his right to be seen from the highway to an advertising company, and that any attempt to advertise anything other than the land itself, or products sold on such land, is an *excess use of the easement*. This well-established principle has already successfully supported several recent important court-decisions. As I've said, it must not be overlooked by those working for the regulation of outdoor advertising abuses.

The *Grange*, as well as most women's organizations and civic groups have long been on record against billboards in rural areas. They provide a powerful nucleus for public information centers on this important subject.

Robert Moses, in his \$25,000 prize-winning essay in the General Motors' "Better Highways Contest", sums up the question neatly when he says:

Any program of highway expansion and improvement, especially one involving new routes and rights of way, which does not face frankly and firmly the menace of indiscriminate billboard advertising will not have sustained public approval. Intelligent women in particular have profound convictions on this subject. Honest public officials of long experience are increasingly fed up with glib assurance of cooperation from billboard companies and advertisers who have little regard for either safety or preservation of the landscape. Parkways are already more or less protected by wide rights of way, state laws, and local zoning ordinances and easements, but most laws governing new mixed traffic

arteries, including toll roads, have been rigged with weak sign and billboard provisions or stripped of all such regulations. The billboard companies have shrewdly sought the aid of farmers and other adjacent owners who seize the opportunity to pick up a few fast dollars, and of unions engaged in putting up and painting signs, to defeat regulatory bills and prevent effective administrative rulings. Since there are many other more promising media, advertisers seem much less interested in plastering the highway system with appeals for their wares than the billboard companies claim. In terms of safety and public support, it is essential to curb the billboard interests from the very start. If every highway is to become just a gasoline gully, those who live and work nearby and those who drive for pleasure and with some respect for scenery, are going to be more and more in favor of putting the new roads somewhere else or drastically limiting their construction.

Is it too much to hope that *General Motors*, having paid Mr. Moses \$25,000 for this good advice, will now throw its weight behind a movement to ACT upon it? Leader in the automotive field, and having itself coined the challenging slogan of "Let's Get Out Of The Highway Muddle", *General Motors* could of itself, by example, establish an acceptable pattern of roadside usage and proper development. Likewise any one of "the big 5" in the oil industry. If but a fraction of the money currently being spent by oil, automobile and tire companies to advertise the need for MORE highways were spent to advertise the need to clean up and protect *existing* highways in order to conserve their full carrying capacity, our highway problem would be far nearer a solution.

The National Council of State Garden Clubs, with a membership of 400,000 women concerned with the safety and beauty of our highways, and in recognition of public sentiment and determination to protect highway investments, passed a far-sighted Resolution at its recent Convention in S. C. The Council calls upon the Federal Government to make adequate highway protection by the States a requirement for Federal Aid in its highway construction program. This realistic formula for speeding up essential roadside protective measures should be gently, yet powerfully, urged upon the Bureau of Public Roads thru other national organizations who are concerned with our critical highway problem. It must become a specific requirement, and quickly, for Federal grants to State for new highway construction. The tax-payer is entitled to his full dollar's worth of safe highways!

President Eisenhower's recent Highway Safety Conference in Washington, and the similar State Safety Conferences now being held thruout the country, all point up the urgent, almost the emergency, need to come to grips with the highway safety problem at the state and national levels. The related problem of roadside litter, including billboards, junkyards and other eyesores, should likewise be a responsibility of the State, with both Highway and Police Departments collaborating in curbing the anti-social habits of the nation's litterbugs.

Serious consideration of the roadside litter problem is most timely, since industry itself is mobilizing to curb the careless and disgusting habits of thoughtless motorists who toss their rubbish from car windows. Far-sighted industrialists are realizing that valued brand-names on bottles, cans and cartons, when viewed in the gutter or in assorted piles of garbage and trash along rural highways, produce bad public relations, to put it mildly. So, with the inspired name of "*Keep America Beautiful*", Inc., and joined by the oil and automotive industries, a large number of related groups are preparing to launch a nation-wide intensive educational campaign designed to focus public attention on the danger and waste involved in such bad outdoor behavior. Working closely with the various civic agencies thruout the country which have been struggling with this problem for many years, this new, well-organized and intensified effort should quickly produce the result we all await,—*Clean* parks and highways. Makes me think of Willie Jones, a little wizened negro, sitting dejectedly in a Texas Courtroom, awaiting sentence for petit-larceny. As the clerk intoned "The case of the *Great State of Texas* against Willie Jones", Willie rolled his eyes, threw up his hands and groaned,—"*Lordy, Lordy,—what a majority!*"

And that, as I see it, is the final answer to our roadside problem and to "keeping America beautiful." A very sizeable majority of our people *want* clean, safe and attractive highways, as numerous surveys have proved. And that majority is ready to *pay* for them, as witness the ease with which toll roads are financed. The relatively small minority which is responsible for the senseless defacement of our otherwise beautiful countryside will find itself outlawed, as an informed, articulate public makes its wishes clear. And so, while a Texas majority is certainly one to be conjured with, a majority of *all* good Americans who "*want what they want*", and *quickly*, is *invincible!*



## IN THE STATES

### STATE PARKS\*

#### Roll Call of the States

*Arkansas.* General Daniel B. Byrd, Parks Director, State Parks, reported:

The principal activity of the current year has been directed toward improving the physical plant and park facilities. A major part of the parks buildings, and other facilities date back over a period of some twenty years, with very little done in the way of repairs and maintenance. A great deal has been accomplished in reconditioning and modernizing the buildings, water distribution systems, and other properties.

A modern and efficient system of records and bookkeeping has been installed in the parks office that meets the most exacting requirements of auditors. Contracts of concessionaires in the parks were revised prior to the opening of the present season, and rates of lodging and some other facilities have been revised upward. This had not been done for many years, and was overdue. The revision in rates and concession contracts has increased the parks revenue by approximately twenty-five percent.

A progressive program of destroying and eliminating water lilies, yanca-pin, and algae, is being carried out. These growths had materially interfered with fishing in the large lakes and had created unpleasant conditions for swimming. It will take at least another year to rid the lake waters of undesirable growth.

A complete check of parks property has been made, and records brought up to date. Inventories were made, and, where needed, replacements procured. An experienced abstractor made abstracts, or the equivalent, for all real property. Surveying and establishing property lines is progressing, and will be completed in the near future. The importance of this work, and of having complete records available is emphasized by the fact that about ten years ago, some valuable parks property was lost through perfectly legal means. This could and would have been prevented had adequate records been made and maintained.

Emphasis was placed on the importance of establishing and marking property lines, when it was found that valuable timber had been, and was being cut, on parks property, due to the fact that the property lines had not been definitely established.

Consideration has been given in the past year to the establishment of a number of new parks, on recently established lakes by the U. S. Engineers. Actually, no new park has been established. A valuable addition to one of the existing parks was the donation, by a public

\*All of the reports and papers in the section on State Parks were presented at the 34th Annual Meeting of the National Conference on State Parks at Lake Crescent Lodge, Olympic National Park, Port Angeles, Washington, September 12-16, 1954.

spirited citizen, of an airport, adjacent to the park. The construction of this modern airport is nearing completion, with a runway of more than 5,000 feet, and a grade of less than one degree, although it is located on the top of a beautiful mountain. A hard surface road was built along with the airport, connecting with the principal lateral road in the park.

Tentative plans are now in the making for the issuance of park bonds for a major development program in two of the existing parks. If carried out, this will more than double the carrying capacity in each of the two parks.

No charge is made in Arkansas State Parks for swimming, boating, camping, or parking. Requests for reservations far exceed the carrying capacity of our parks. Fifty-one percent of our guests are from our State and forty-nine percent from other States. There is a noticeable increase in the popularity of our parks. *Park-wise* the future outlook is good!

*California.* Earl P. Hanson, Deputy Chief, Division of Beaches and Parks, Department of Natural Resources, reported:

The California State Park System continues to expand. Since last reporting to the National Conference on State Parks, eleven units have been added to the System, making a total of 141 parks, beaches and historical monuments. The total area of 558,088 acres has been acquired at a cost of 35 million dollars and includes improvements valued in excess of 15 million dollars. Attendance at all units for the past year is estimated at 45 million visitor days.

During the past fiscal year, ending June 30, the Division expended \$1,074,699 for the construction of state park facilities. The cost of operations was \$2,806,662. Revenues from operations were \$380,000. In the 1954-55 fiscal year, capital outlay expenditures for construction were cut in half and amount to \$519,700. The operating budget was increased by \$3,000, being \$2,809,578. Revenues from operations will be substantially increased to an estimated \$578,000. This will result from the recent increases in all fees for the use of state park facilities. These increases were put into effect after a staff study was requested by the State Department of Finance. Overnight camping was increased from 50 cents to \$1.00 per night. Trailer court rentals were increased to \$1.50 per night. Daytime use, mainly picnicking, was increased to 35 cents per car per day. This increase is expected to add about \$180,000 per year to the Division's income. Total revenues from all sources now pay about 20 percent of the maintenance and operational costs of the State Park System.

Personnel increases provided were for new operating park units. At least six state park areas have been developed or were in the process of development during the past year. This includes daytime and overnight use facilities in the spectacularly beautiful Emerald Bay State Park on Lake Tahoe, the acquisition of which has just been completed.

The acquisition program still continues with funds provided by the Legislature of 1945 and during the past year \$3,900,230 was expended for new acquisition. More than two-thirds of this amount was for recreational parks in the interior of the State. The balance was expended for state beach acquisitions. Since the 1945 appropriation carries the matching provision, it cannot be predicted at this time how much will be spent for the acquisition of new areas. \$2,800,000 was spent to acquire the renowned South Calaveras Grove of Sierra Redwoods. This was achieved largely through the one million dollar gift of John D. Rockefeller, Jr., made through the Save-the-Redwoods League. Other gifts through the League and the Calaveras Grove Association, as well as a previous transfer of corridor lands by the Federal Government, has made possible this 2,200 acre extension of the Calaveras Big Trees State Park, which now embraces 5,350 acres of outstanding mixed forests, including Sierra Redwoods, white pines, yellow pines, white firs and incense cedars.

An unanticipated gift of 1,612 acres of coastal Redwood lands was contributed to the State by the Cowell Lime and Cement Company. To complete the park, Santa Cruz County contributed the 120-acre county Big Trees Park at Felton, one of the oldest and best known of the coastal Redwood parks. These two units embracing over 1,700 acres were recently dedicated as the Henry Cowell Redwoods State Park.

The Hospital Cove area of Angel Island, a striking landmark in San Francisco Bay, including 36 acres of land and several structures, was transferred to the State for historical and recreational purposes by the General Services Administration of the Federal Government recently. The State Park Commission has applied for an additional 140 acres, all of which would come to the State without cost, because of its classification as an historical area by the Federal Government.

The beach acquisition program continues to go forward. Definite progress is being made in carrying out the most recently adopted master plan acquisition programs for Santa Cruz and San Mateo Counties.

Several other important acquisition projects have been completed, foremost of which is the Pueblo de Los Angeles State Historical Monument which includes the colorful Latin-American Olvera Street. An operating agreement between the State and the County of Los Angeles and the City of Los Angeles provides for the management and interpretation of this original site and the picturesque structures of one of the two first pueblos established by decree in California.

Other important historical properties, particularly in the City of Monterey, have been added to the State Park System. The Pacific House, one of the prominent remaining adobe structures in Monterey, the Soberanes Adobe, whose owner has endeavored to perpetuate its historic gardens, and the Gutierrez Adobe, all are in keeping with the zone of historical preservation surrounding the Old Custom House.



Definite progress is being made by the State Division of Highways in studying an alternate routing of the Redwood Highway to by-pass Humboldt Redwoods State Park. Organized local groups in Humboldt County now favor such an alternate routing of the highway and the preservation of the present road as a parkway through the Redwood groves if this can be accomplished relatively soon. It is conceivable that the still impounded oil royalties obtained from drilling on state-owned tidelands can logically be used to offset a portion of the cost of the by-pass highway. An amount has been included for such purposes in the Five-Year Program which was formulated to show how the oil royalties well might be expended when the 70 percent now provided by California law is returned to the State Park and State Beach Funds.

The State Park Commission has adopted a general policy to guide and direct the interpretation of the State's rich pioneer background and subsequent growth. In addition, the Commission has authorized archaeological studies in cooperation with the University of California as an aid in determining the course of restoration to be followed at Fort Ross, site of a Russian colony of the 1820's, and at Sonoma Mission, last of the now historic Spanish missions to be founded in California.

Additional studies have been conducted, particularly on the part of the legislative committees with respect to state park concessions, the distribution of impounded oil royalties, the highway waysides or picnic areas, and small boat harbors. The State Park Commission recently adopted a policy which provides for the development of small boat harbors, only when such harbors are a part of a large state park development and are considered necessary to the public's enjoyment of the park.

The Commission is also studying a general program involving the development and operation of river and reservoir areas in connection with the construction of reclamation projects such as the Folsom and Nimbus dams near Sacramento. This is an entirely new type of project for the Division of Beaches and Parks to undertake, and although the Commission has authorized a lease for the Nimbus area and further negotiations for a lease of the Folsom area, there is still need for additional study, particularly as to financing. Most reservoir projects will require the acquisition of additional lands by the State, assuredly at a value which has been enhanced by the reservoir developments. This and the problem of policing vast shorelines, as well as water surfaces, represent a costly venture on the part of the State, and unless the oil royalties remain intact, it may be difficult to finance.

Rapid expansion of the California State Park System has presented problems in planning, administration, and operation, which will require continuing financial support from the State Legislature which meets in January.

*Florida.* Emmet L. Hill, Director, Florida Board of Parks and

### Historic Memorials, reported:

We, of the Florida Park Service, are happy to report that we believe progress has been made. It has been a year of change from limited operations to an expansion program. It has been a year of teaching an organization to build, maintain and repair in conjunction with an increased operational load. Extensive repairs have been made on existing structures, and the standards of maintenance and clean up have been raised.

We have improved and added to existing facilities, constructed new buildings and opened two new areas with limited facilities to the public.

Attendance in Florida parks has increased from approximately 1,000,000 to 1,400,000 persons. Records are from actual count and conservative estimates. Revenue has not increased in proportion to attendance since revenue producing facilities could not be constructed in time to be in operation the entire year. We are correcting this situation as rapidly as possible.

The demand for tent and trailer camping has increased greatly. Facilities for this type of activity are being increased to care for the needs.

Our funds for the 1953-55 biennium are as follows:

Operation and Maintenance.....	\$1,009,000
Budgeted from Receipts.....	260,000
Buildings and Improvements.....	465,000
	<hr/>
	\$1,734,000

Operation and maintenance funds expended this year \$560,000. Since our funds are released quarterly, we intentionally carried forward \$90,000 in order that we could build up sufficient funds for major repairs and expenditures in some areas.

Our building program was somewhat hampered at the beginning. Funds were not released until about September 7, and it was necessary to employ personnel for the planning and execution of the program. At the end of the fiscal year we had constructed, or under construction, facilities in the amount of \$280,000, in the planning stage \$161,000, with \$96,000 remaining to be acted upon. The program is to be completed on all facilities under contract by April 1, 1955.

During the past year our Board has had numerous requests for operations for "Heavy Sands", within certain coastal areas. To date all requests have been refused. Reverter clauses in many deeds have been a deterrent in the exploitation of the parks.

It is our intent to continue to improve our facilities and service.

*Georgia.* A. N. Moye, Director, Department of State Parks, State Division of Conservation, reported:

1. Total Appropriation for Operation & Maintenance ....	\$329,000.00
Budgeted from Receipts.....	105,592.81
	<hr/>
Total	\$434,592.81

- |   |                         |
|---|-------------------------|
| 2. Total Appropriation for Capital Improvement..... | \$320,752.90            |
| 3. Areas Administered:                              |                         |
| (a) Developed State Parks.....                      | 20                      |
| 4. Total Estimated Attendance.....                  | 2,795,291               |
| 5. Total Receipts:                                  |                         |
| (b) Budgeted for Expenditure.....                   | 105,592.81              |
| 6. Total Expenditures for Last Fiscal Year:         |                         |
| (a) Operation and Maintenance.....                  | 328,152.65              |
| (b) Capital Outlay.....                             | 320,752.90              |
|   | <hr/>                   |
|   | Total      \$648,905.55 |
7. Recreational Facilities Available for:  
Hiking, horseback riding, boating, fishing, play-ground activities, swimming, organized group camping, camping in vacation cabins, picnicking, scenic tours, tour of historical markers and museums. Other facilities not entirely recreational are restaurant and and overnight facilities.
9. Rates, Fees and Charges:
- (a) No general entrance fees, fishing, parking, or picnicking fees.
  - (b) Swimming..... 15c and 25c
  - (c) Special Exhibits..... 15c and 25c
  - (d) Boat rentals..... 25c per hour, \$1.00 per day, No Motors.
  - (e) Vacation cabins..... \$20.00 to \$50.00 per week.
  - (f) Group Camping..... 38c per day per person.
  - (g) Overnight Cabins.. \$3.00-\$4.00 single, \$5.00-\$6.00 double.
10. Accomplishments, Major Policy Changes, Outstanding Operational Techniques, Etc.

Funds for development or improvement were not made available after July 1, 1953 and expenditures for outlay was a carry over from previous years appropriation and a large percentage of miscellaneous receipts. Major accomplishments since that time include completion of vacation cabins at Amicalola Falls and Little Ocmulgee State Parks; opening of Unicoi State Park with day use facilities, lake and organized group camping, opening of Black Rock Mountain State Park with picnic areas, sanitary facilities, and opening of Elijah Clark Memorial and Victoria Bryant State Park with day use facilities; Also purchasing of Stephens Collins Foster State Park located in the Okefenokee Swamp and large scale repair and improvement programs at Hard Labor Creek, Alexander Stephens R D A and Franklin D. Roosevelt State Parks.

*Idabo.* Arthur Wilson, State Land Commissioner, reported:



Idaho is pleased to be represented at this Annual Conference on State Parks, and it is the only time in many years, if not the first, that Idaho has sent a delegate to the National Conference. This may be explained by saying that Idaho is young in its state park experience and programming, except for the maintenance of two or three parks that have been under state supervision for many years.

I think of Idaho as being a "through" State in that tourists travel through Idaho to get to the Coast States of Oregon and Washington, or to the Rocky Mountain and Plains States if traveling from the West. And being a "through" State we receive and entertain many visitors who acclaim the beauties of our State, as well as some who decry the lack of roadstop accommodations. We have made much progress in the last two years in providing roadstop accommodations and have programmed for the next biennium to double the present number. We have had a limited appropriation compared to the need, in our State, but have spread out the money and services over the entire State. In many instances we have received local help in providing tables, fireplaces, and supervision, all of which help to extend the program. Where local effort is put forth, by civic groups, we find that there is less vandalism than in enterprises that are wholly supported by state money. We have the same problem as other States with vandalism in our parks and roadstops, and the ever current problem of keeping our facilities clean and sanitary.

Our parks are financed by legislative appropriation. The two political parties have endorsed the idea of advertising Idaho's resources and attractions to the traveling public, so we expect to gain in tourist travel in the coming years. The idea of selling stamps to raise money for park improvement has been given some consideration. I believe there are one or more States that do so at the present time. We have at present nineteen state parks, picnic areas, recreation resorts, or points of interest, that are located on some of our beautiful lakes and streams or on highways, the use of which is free to the public, except in the one resort at Lava Hot Springs where charges are made for use of the bathing pool and plunges. We have no direct income to our park program except in Heyburn Park where cottage sites are leased for an annual rental, which accrues to the general fund. The rental of cottage sites in other areas accrues to the endowment funds of the land grants.

*Indiana.* K. R. Cougill, Director, Division of State Parks, Lands and Waters, Department of Conservation, reported:

There was a record attendance at Indiana's state parks during the 1953-54 fiscal year. There were 2,117,962 paid admissions to the parks—an increase of over 11 percent over the previous fiscal year's 1,901,001.

An innovation in Indiana State Park administration took place this summer with the adoption of a free bed rate for children under fourteen at the State Park Inns. When accompanied by both parents

and sleeping in the same room with them, children under fourteen are charged only for food at the prevailing rate on the American plan. If two children are accompanied by one parent, the full adult rate is charged for one of the children, while the other is charged only for food. If children occupy a separate room from their parents, the full adult rate is charged for all children in the separate room. Cots, bunk beds, and folding beds are available to provide extra sleeping accommodations for children.

The construction of a dam at Versailles State Park was authorized by the State Budget Committee. The \$500,000 project will be financed from Post War Funds and the Parks' Rotary Fund. The contract for the project is scheduled to be let at the end of September. Following the excellent pattern established by other states, particularly Michigan, prison labor was used in connection with the preliminary work for this project. The experiment was found to be so successful that the honor camp will be re-opened this fall at the close of our youth group camping season.

Since it was felt that the state property at Muscatatuck could be put to better use for the benefit of a greater number of people if a game farm were opened there, the Muscatatuck Inn was closed and the building turned into a fish and game property headquarters. Muscatatuck State Park is now known as Muscatatuck State Park and Game Farm, and is under the management of the Fish and Game Division. The public is no longer charged admission to the premises. In order that the public should not be deprived of any recreational facilities as a result of the opening of the game farm, an additional picnic area was constructed by the Division of Fish and Game. The only facility no longer open to the public is the 3-room Inn, which had been unprofitable from the time of its opening.

In the 1953-54 fiscal year the earned annual income of the state parks exceeded \$1,000,000 for the first time. Since only \$812,000 was spent for operation and maintenance costs, the parks were 117 percent self-supporting from the standpoint of operation and maintenance costs.

\$106,500 was invested in capital improvements, with \$7,500 going for land acquisition, \$2,000 for preliminary work on the dam at Versailles, \$75,000 for a new bathhouse and parking area at Whitewater State Park, \$5,000 for the sign program at several areas, and \$16,500 for miscellaneous construction. Inholdings were purchased at Shades, Versailles, and Kankakee River State Parks.

The biggest capital improvement expenditure was for the bathhouse at Whitewater State Park which was opened for use during the latter part of July. The building also houses a concession stand and public rest rooms. A road leading into the park was also black-topped. This was the second complete year of operation for our newest of the state parks.

\$1,400,000 will be available for improvements in the coming year, with \$850,000 coming from the Rotary balance of July 1, 1954, \$470,000 from Post War funds and \$90,000 from specific appropriations.

\$1,198,850 will be available for operations, with an estimated \$1,000,000 coming from earnings, and \$198,850 from appropriations.

Proposed plans for next year include the construction of a 270-acre lake at Versailles State Park; construction of a group camp at Lincoln State Park; continued effort on the establishment of a new Chain O'Lakes State Park in northeastern Indiana as a part of the acquisition program; in-service training for new personnel; and continued development in new state park properties as funds will permit.

*Iowa.* Wilbur A. Rush, Chief, Division of Lands and Waters, Iowa State Conservation Commission, reported:

Work on capital improvements, extensions and development in Iowa's State Parks have slowed down considerably during the past year. Of the \$236,000.00 spent for this type of work, about one-third of it was for land purchases. The balance of the expenditures was for relatively small projects such as water line extensions, water treatment plants, residence remodeling, emergency repairs to spillways and control structures, riprapping shorelines, and erosion control work. Because of legal and financial difficulties, work on Iowa's two newest artificial lake developments has come to a complete standstill.

Since there was no increase in legislative appropriations for maintenance and operation, expenditures for this phase of the work remains at approximately the same figure as the previous year, or about \$300,000. The balance of our appropriation goes for support of the forestry program and the maintenance of state waters.

Late in June flood waters reaching the highest levels on record on the Des Moines River inundated parts of Dolliver Memorial State Park and Ledges State Park. Some parts of each of these parks will be unusable for several years as a result. Several other parks throughout the State were damaged considerably during the same period as a result of tornadoes and floods. Some financial assistance was received from the State Contingency Fund to help pay for the clean-up and repair work.

Iowa continues to maintain its leadership in the field of conservation education mainly through the Iowa Teacher's Conservation Camp sponsored jointly by the Iowa Conservation Commission, Iowa State Teacher's College, and the State Department of Public Instruction. For the fifth consecutive year the Iowa Conservation Commission provided the facilities of the group camp at Springbrook State Park for this school. Enrollment increased 37 percent over last year, or a total of 114 teachers attending this summer's sessions for which Iowa State Teacher's College offers college credit. Emphasis is on field work and practical teaching methods. Four hundred and twelve teachers



are now alumni of this unique college. These teachers have assumed leadership in conservation education programs in their respective communities, as well as becoming ardent salespeople for this type of an educational program. Research and a Master's thesis on the effectiveness of the training offered at the camp was completed in 1954 by a graduate student at Iowa State Teacher's College. The thesis will soon be printed by the State Conservation Commission for distribution to other interested organizations.

Iowa has turned to the medium of television as a means of publicizing its conservation program. Last spring a series of thirteen fifteen-minute programs was produced, showing the various phases of the work of the department. Three of these programs pertained directly to state parks and water recreation. These programs, filmed and produced in our studios and areas by our own personnel, were distributed free to all thirteen television stations within the State which gave us complete coverage of the entire State. Public reaction to the first series of programs was so favorable that the second series is now in production.

Park attendance is running slightly ahead of last year. Our records show greater attendance early in the season due to an extremely mild and dry spring. The loss of use of some areas during July due to floods held the midsummer attendance about equal to last year. If fall conditions are as favorable as last year, park attendance in Iowa will reach very nearly five million visitors. Tent and trailer camping has increased very sharply, although no appreciable change can be noted in cabin use. The use of privately owned boats, especially those equipped with outboard motors, has shown a tremendous increase in the State, and especially at the artificial lakes within the state parks.

There has been a growing sentiment on the part of the public, encouraged by many newspaper editorials and articles, to demand larger appropriations for state park maintenance. There are encouraging signs in our State that the general public is awakening to the fact that their state parks need better financing to prevent complete deterioration of facilities that have been built during the past three decades. The two strongest sportsmen's organizations in the state, the Izaak Walton League of America and the All Iowa Conservation Council, have been very active during this year, promoting greater interest among members of the Legislature for larger appropriations for park maintenance. The outlook for better maintenance appropriations for the coming session of the State Legislature is brighter than it has been in many years.

*Kentucky.* Henry Ward, Commissioner of Conservation, reported:

The Kentucky Division of Parks has concentrated during the past year on bringing closer to completion several parks in which major construction was carried out in past years. In addition, it has been placing emphasis on rounding out the state system of parks by the acquisition

of two new areas and the improvement of parks in other areas considered to be important from a geographic point of view.

The State acquired approximately 1,600 acres from the U. S. Corps of Engineers at Dewey Lake in eastern Kentucky. This lake is a flood control reservoir, but it has a conservation pool which provides for a beautiful lake in a mountain setting. The transfer of land to the State by the Corps of Engineers included all land available for public use, thereby assuring the public of continuing protection. Our experiences in working with the Corps of Engineers on this project and on our state park on Lake Cumberland in southern Kentucky have been very good.

Kentucky joined with Virginia in authorizing the creation of the Breaks Interstate Park. Congress last year authorized the two States to enter into a compact to create this park, and the General Assemblies last February approved similar acts creating a Breaks Interstate Park Commission, with three members from each State. The commission is given authority to acquire land and to take any other steps to develop the park, which will be located in an area between Elkhorn City, Kentucky, and Haysi, Virginia. Here the headwaters of the Big Sandy break through the Cumberland mountains from Virginia into Kentucky, creating a gorge 1,600 feet deep. Representatives of the National Park Service cooperated in a study of the proposed park, and recommended its creation as an interstate park. Conservation Commissioner Henry Ward of Kentucky and Conservation Director, Raymond Long of Virginia have been named members of the park commission. Its organization meeting is to be held Sept. 21.

Major construction during the past year in Kentucky included building of new lakes and bath houses and beaches at Carter Caves State Park and Audubon State Park, the erection of a new lodge at Pennyryle Forest State Park, and the building of 40 new vacation cottages at four parks.

Major construction also was involved in the relocation of picnic areas and the building of new parking lots as the result of the construction of a bridge across the Cumberland River at Cumberland Falls State Park. This is a low-level bridge with massive arches faced with native stone. It replaces an antiquated ferry which was never dependable in providing service, and has greatly enhanced public use of the park.

Public use facilities were expanded in many of the parks as attendance increased. Experience has indicated that provision of water recreation has resulted in an immediate and large increase in visitation.

Attendance at Kentucky state parks during the past year has been estimated at 3,500,000. There are no gate admission charges in Kentucky parks, so this is an estimate of visitation.

Receipts from park operations passed \$2,000,000 during the year. These receipts plus a \$300,000 appropriation by the General Assembly are available to the Division of Parks for its operating expenses. An

additional \$1,000,000 has been available during the year for capital outlay purposes. This comes not from the General Assembly but from the State Property and Buildings Commission, which distributes all state funds for capital improvements.

Kentucky is now contemplating the issuance of \$3,500,000 in revenue bonds to finance the construction of lodges and vacation cottages at General Butler, Carter Caves, Dewey Lake, Pine Mountain, Lake Cumberland, Pennyryle Forest and Kentucky Dam Village State Parks. The objective is to have a minimum of at least a 50-room lodge and 25 vacation cottages in each of these parks.

Operating experiences at other parks have indicated that facilities providing for housing of at least 200 persons overnight are needed to assure a business-like operation. Housing and dining facilities in Kentucky state parks are expected to pay their way and to produce a profit for the maintenance and operation of other facilities which are not self-sustaining.

Kentucky's experiences continue to indicate that the average vacationist coming to our state parks wants a variety of recreation. For example, Kentucky Dam Village, which actually is a recreation area with swimming, boating, fishing, golf, tennis and various other sports, tops all other in attendance and receipts. The parks without recreational facilities are the lowest on the list in attendance and receipts.

Kentucky feels that the future of its state park system will continue to be bright if those in charge of its administration will remember that they are serving the public and not just their own opinions.

LOUISVILLE. Clinton G. Johnson, Director, Otter Creek Park, reported:

The year 1954 began with near disaster at Otter Creek Park. On the night of January 17 our filter plant burned with a total loss of pumps, filters and equipment. We were fortunate to be covered by insurance.

By February 7 we had rebuilt and were ready for our new equipment. The old structure was of wood but the new one is built of concrete blocks and asbestos lined ceiling so we are really protected now. On April 2 the new filter was in operation, producing more water than the old one and about 80 percent automatic.

The use of the park, which was about 100,000 last year, has increased to over 125,000 this year, due to better roads, more facilities and greater publicity. With our present set-up this is about all we can handle. The organization camps have been filled to capacity since April 25 and are booked solid until October 15.

Mayor Andrew Broaddus appointed one new commissioner, Mr. Dann Byck, for a six year term.

Our one administrative change is the charge of 10 cents per person for use of our reserved picnic area which is equipped to handle large groups. The charge is to cover the cost of maintenance.



Our budget from the city was not reduced. We state in our requests why we need special items and the budget committee has always given us a favorable report. We lowered our capital improvement fund this year. Last year we were able to build two bath houses, two first aid buildings and two cabins for a total of \$18,000.

We believe that any tax-maintained park should be "for the greatest good for the greatest number in the long run" and through our publicity program we are destroying the previous impression that the park was only for organized camps.

We plan to improve greatly our day use areas next year by the building of shelters, a concession building and more picnic areas.

*Louisiana.* William W. Wells, Director of State Parks and Recreation, reported:

Perhaps the most important highlight of the past year was the successful bout with the State Legislature which met in May. A much greater recognition of the importance of the state parks in State Government was very evident. The fact that the State Parks commission is an expanding agency of the State Government and will need additional funds for operation and development, was accepted.

On March 7 our Marksville Prehistoric Indian Park was dedicated. Dr. Frank Setzler, Head Curator of the Department of Natural History, Smithsonian Institution, was the speaker on this occasion. The Oakley Plantation House, Audubon Memorial State Park, was dedicated on March 14 with appropriate dedication ceremonies, headlined by Mr. John Baker, President of the National Audubon Society.

The activation of the Department of State Civil Service, which was approved by the previous session of the Legislature, was also a very significant development in State Government. We feel that this will be of particular value in setting up standards and especially salary scales of state park employees.

During the past session of the Legislature, three new areas were brought into the State Park System, two of which were historic sites. One is the Mansfield Battle Park located near Mansfield, Louisiana, the site of a very important Civil War victory for the Confederacy in which General Banks' Red River campaign came to an end. The second was the Edward Douglass White Home located in Lafourche Parish on Bayou Lafourche. This is the home of the first Chief Justice of the United States Supreme Court from Louisiana. White was also a Justice of the State Supreme Court. The third area is a recreational fishing area called Lake Martin located in St. Martin Parish, not far from Longfellow-Evangeline Park. It is an area of about 840 acres which will be developed as a fishing lake.

During the past year, a capital improvement program was carried out on all the state park areas. It was not a large program, but it did

result in the development of additional recreation or service facilities on all of the state parks. Possibly the most important piece of work was the completion of the group camp at Lake Bistineau State Park and the development of a major picnic area, also on that park. The operating appropriation for the park system for the past fiscal year was \$248,775. Also, budgeted from receipts and available for expenditure in the operation of the park system was \$111,690 which was obtained from the operation of various revenue producing facilities in the park areas. This gave a total of \$360,465 which was used for park operation and maintenance. \$312,500 was appropriated by a special appropriation bill and made available for a two-year period. The second year of the past biennium \$138,498 was spent in the further development of recreational facilities on the various state parks.

Most of the worn out and obsolete equipment on the various park areas will be replaced by new equipment. It is also planned to place all administrative personnel on the park areas such as rangers and superintendents, in an appropriate state park uniform. \$650,000 was made available; one-third the first fiscal year and two-thirds the second fiscal year. So for the present fiscal year, a total of \$215,000 will be spent on capital improvements. Included in these funds are swimming pools for group camp areas, picnic shelters for different areas, major repairs and extension of utilities.

Plans for a Confederate Museum at the Mansfield Battle Park are already under way and plans for the development of the Edward Douglass White Home as a Museum have been made. It is significant that of the \$650,000 appropriated for capital improvements, \$142,750 was especially tagged for the development of negro state park areas. This was not done at the request of the Parks Department, although we had been trying to get through a special bill for the development of negro areas. Actually this was an amendment to our original bill and indicated that the Legislature is seriously considering the effect that the impact of the Supreme Court ruling will have on state park use as well as other types of state facilities. As an approach for providing state park facilities for negroes, a committee of outstanding negroes has been appointed by the Commission which includes a doctor, a school teacher, a contractor and a successful business man. Also, a committee of three from the State Parks and Recreation Commission Board has been appointed to work out the details of starting the negro facilities and also to work with the negro committee so that we will be making an approach to the problem which we feel will be satisfactory to the negroes and at the same time not involve our present state parks in unsegregated use. We are not quite positive how these areas will be developed, but it is probable that a separate part of our larger state parks will be set aside, developed and reserved for negro use. In other sections of the State where existing state parks are not large enough to do this, it will be necessary to acquire

new park areas. We feel that an intelligent approach and an intelligent and workable plan for providing negro recreational facilities is probably one of the most important things that we have to work out.

We also expect to concentrate on publicity during the coming year. Our publicity in past years has been rather weak. Now, we are concentrating on doing as many newspaper articles, feature magazine articles and television shows as we can. Incidentally, we are very well pleased with the way in which television shows the state park facilities.

*Maine.* Harold J. Dyer, Director of Parks, reported:

A continuing program of expanding and improving state park facilities is to be considered by the incoming Legislature. Particular consideration has been given to expanding camping facilities to meet the rapidly increasing demands for tent campsites in all areas. Plans call for doubling practically all of the campground facilities.

Two additional gifts of land have been added to Baxter State Park, increasing the area to 163,000 acres. A popular vacation area in a wilderness setting, the park includes Mt. Katahdin with 50 other mountains and 60 lakes and ponds.

Interpretation is receiving more emphasis each year with the establishment of more nature trails, campfire programs and related activities at the various parks. Plans are being formulated for a self-guided tour of Fort Knox State Park.

*Maryland.* James F. Kaylor, Director, Department of Forests and Parks, reported:

State park activities in Maryland were given a tremendous boost when the Department of the Interior deeded one-half of the Catoclin Recreational Demonstration Area to the State. In fact, this transfer of approximately 4,500 acres increased the park acreage by one hundred percent. William R. Hall, formerly of the U. S. Corps of Engineers Recreation Service, was employed during the year as Superintendent of State Parks. As head of the Division of Parks, his first task is to coordinate the acquisition and development of the Patapsco State Park. Attendance in all the parks and recreation areas increased some 35 percent to 1,835,200 visitors for the year. It is anticipated that more visitors will come to our parks since the State is listed as one that is growing rapidly. The visitors to our parks have accepted the system charges now in effect in many of the developed properties. The charges have been confined to services such as parking, reserved picnic or camping units.

In Patapsco Park, acquisition has progressed very well during the past year. To date some 2,800 of the 8,000 acres to be purchased have been acquired in this 35-mile river park. In Gambrill Park additional lands have completed the park. The development of Patapsco and



Sandy Point Parks continued to receive the largest amount of capital improvement funds. Construction of basic structures and roads in these parks cost \$305,000. This is slightly more than the \$295,000 appropriated by the Legislature for the year. Legislators are becoming more interested in the State Park System. However, they are looking into costs of projects and the tendency is to reduce all requests by a sizeable percentage. They are also telling us to charge for all services in order that the parks operation may be more nearly self-supporting.

During the year, \$79,248 was collected for services rendered in operation of the parks. All of this money has been budgeted for park operation and maintenance during the past year. Lack of rainfall increased our costs of protecting park properties from forest fires. We expect this long-range drought to worry us for another year, if present predictions are accurate.

Evidently Maryland is not the only State that has problems in juvenile delinquency. Our plans for the coming year call for the establishment of several youth work camps to use picked boys from state correctional institutions to build improvements. As you know, we have been employing prison help from several camps to build picnic shelters, toilets and water facilities. We have eight project areas available for such work camps. We expect to cooperate with other state agencies in establishing and maintaining the camps. The responsibilities of the Division of Parks will be solely for work projects. The Parole or Correction Departments will be in charge of the housekeeping phases. It is anticipated that many improvements can be made by this force account.

*Michigan.* Arthur C. Elmer, Chief Parks and Recreation Division, reported:

Park attendance continued to skyrocket—14 million in 1953—seriously overtaking state park lands and facilities. Up to September 1, 1954, we had more than a million increase in attendance and 15,000 permits to camp. There was a 20 percent increase in camps; mostly tent campers, each camp paying 50 cents per night plus 20 cents for electricity if desired.

Land purchases were extremely limited in 1953-1954 since only \$10,000 was available for acquisition.

Major improvements consisted primarily of the modernization of campgrounds, including extension of electrical systems, water and sewage, modern toilet, laundry and shower buildings, the remodeling of bathhouses, construction of staff quarters, extending and improving parking areas, blacktopping park entrance roads, and similar work.

Conservation-Corrections camps continued to expand to 10 with the total of some 800 inmates working on park and conservation projects.

Approximately \$1,275,000 was available in 1953-1954 for operation and maintenance of parks, of which \$935,000 was for salaries and wages,

\$270,000 for contractual services and \$70,000 for equipment. \$270,000 was available for construction, remodeling and additions and special maintenance. The Conservation-Corrections program appropriation for the fiscal year of 1954-1955 is \$268,000.

We have a capital outlay appropriation of \$300,000 to start a \$5,000,-000 development in the Sterling State Park in the heart of industrial Michigan, plus \$530,000 for general development. The Department of Conservation in cooperation with the Civil Service Commission is in the process of upgrading in classification and salary some of the park rangers and managers and increasing the number of seasonal employees to staff our parks adequately under present use conditions.

The land acquisition budget for 1954-1955 has been increased to \$50,000. We submitted to the Legislature a five-year capital outlay program totaling some \$11,000,000 together with \$1,000,000 per year for land acquisition.

We lost one member of the Conservation Commission by death and another through expiration of appointment. Two replacements were made by the Governor.

As the result of a tornado more than 10,000 feet of hardwood and hemlock timber was destroyed in the Porcupine Mountains State Park. A large majority of the logs and pulp was salvaged by private logging firms in exchange for private land within the project boundaries, for roads within the area which the department needed for administration, and for cash deposited in the State Treasury.

Through the generosity of an anonymous donor a beautiful rustic chapel was built in virgin pines in the Hartwick Pines State Park.

*Minnesota.* U. W. Hella, Director Division of State Parks, reported:

Minnesota State Parks in the past year have been undergoing a program of rehabilitation financed by a loan of \$450,000 from Game and Fish funds. The loan is to be repaid from the sale of \$1 automobile windshield stickers, required for any automobile entering a state park and good throughout the entire system over the calendar year in which the sticker is issued. Of this \$265,000 was spent last year. In addition we have approximately \$185,000 a year for general operation. Last year the sticker act grossed a little over \$74,000. Expenses against this came to about \$1,500 and represented a ten-percent commission authorized on stickers sold by the County Auditors or their agents, including sporting goods dealers.

This year we expect to gross about \$120,000 and we think that will increase by twenty percent in the next four or five years because of the state-park consciousness it has created. What the incoming Legislature will do in regard to the Act is of course problematical. However, editorial comment has in the main been favorable and very little opposition has been expressed by individual legislators. The Act will probably be

amended. In case of large organized picnics where participants do not otherwise use the park system, we are proposing a daily sticker sold in minimum lots of 25 at 25 cents each through the secretary of such an organization. Bulk sale would serve to keep down the administrative costs. Present administrative costs on the dollar sticker are under ten percent and in larger areas, such as Itasca, run as low as three and a half percent.

About our accomplishments on rehabilitation of the state park plant, about 5,000 gallons of paint and preservatives have been applied, hundreds of rotted rafter ends were trimmed as well as a multitude of roofs, floors, screen doors, windows and door stoops repaired. Some of the rehabilitation must obviously take the form of major remodeling. Then there were replacements of structures such as bridges destroyed by flood, buildings destroyed by fire, clean-up of the debris from the tornado and wind storms in the preceding years of financial drought. We have also kept pace with the ever-recurring emergencies—two wells that broke loose to the tune of 1,500 gallons per minute, plus well failures, plus clean-up of extensive wind storm damage in June which hit most of the parks in the northern half of the State.

More important, however, in our opinion, is the progress we have made in planning to bring up to date improvements made through the cooperation of the National Park Service in the 1930's and we have been planning for areas added to the system in late years.

Much more in planning needs to be done and we hope that our Legislature will make it possible to continue this phase of our operation.

On area acquisition, through gift from Mr. H. C. Crosby of Duluth, we were presented with 3,300 acres of property on the Manitou River on the spectacular North Shore of Lake Superior. This gift, together with tax delinquent lands and previously held properties adjoining Canboise River State Park will give us an area of about 7,000 acres containing in it four spectacular falls and some of the best speckled trout fishing on the North shore.

We believe that we are moving ahead and we will continue to do so.

*Missouri.* For Abner Gwinn, Director of the State Park Board, Hugh Stephens of Jefferson City, reported:

This past year our state park system has undergone a major administrative change. Other than this, Missouri's State Parks have experienced their largest year of public use.

Missouri Parks were conceived in 1917 and operated administratively under the State's Fish and Game Department until 1937. Since 1937 and until this year the parks were administered by an *ex-officio* board consisting of the Governor, Attorney-General and Director of Conservation Commission. Our new board was appointed by the Governor last fall and is composed of six members. The board is bi-partisan and



terms of office are arranged to insure a continuity of experienced members. Chairmanship of the board has been established on a yearly rotating schedule and other policy matters also decided on a business basis.

The new law in Missouri provides that all concession contracts awarded by the Board must be on the basis of advertised jobs, sealed bids, acceptable bids and qualified bidders along with other limiting clauses. All such contracts in the past were made on basis of appointment and negotiation. An overall increase in state business, the awarding of favorable contracts and regulation of overnight charges has combined to make this year the largest in state revenues from all operations. State park revenues for the first time will be earmarked as a state park fund and this factor will be of considerable influence in establishing future facilities and operating policies.

A continuing program of maintenance aimed at establishing good park standards combined with an improvements and betterments program aimed at balancing the parks developments has brought each park and the system into an improved position. There is still need for such a policy to be continued because of public pressures for improvements, development and also for additions and expansion of the system.

There is need even now for additions to the system and the board is giving careful consideration to several proposals and reconsidering the recommendations of the state plan proposed for Missouri in 1938 by the National Park Service and its own state agencies.

Looking to the future our State is already embarked on a big program of road improvements that will bring about increased inter and intra state travel. Private development of recreation areas within the State continues at a good level. Public interest in establishment of more public areas and also in preservation of historic sites and buildings is also strong in Missouri. All of these things together require us to look ahead and to plan carefully to do a bigger job than ever before.

*Montana.* Ashley C. Roberts, Director, Park Division, Montana Highway Commission, reported:

The Montana State Park Commission was originally set up by the Montana Legislature in 1939. It operated as a separate entity until the 1953 session. At that time the State Park Commission was abolished and the duties, powers and activities were transferred to the State Highway Commission. This action took effect July 1, 1953 and we have been operating as the Park Division of the State Highway Commission since that date.

During the past year we have concentrated our activities on enlarging the parks and providing more facilities. Two new parks were added to the system making a total of ten parks in Montana available to the general public.

Montana has undertaken no general acquisition program. The parks that have been added and are proposed to be added during the coming year have been donated or are under lease without cost from the Bureau of Reclamation.

Our biggest need in existing parks is to provide more facilities and access roads. During the past year we have been unable, in most cases, to handle the number of people who would like to make use of the parks.

During the current biennium we are operating on a budget of \$35,000 per year. This money is appropriated to us by the Legislature. Over half of this amount is earned by our activities at Lewis and Clark Cavern State Park where we charge for the trip through the cavern.

We are currently working on three new parks which we intend to add to the system in 1955. Better roads and more facilities are also planned for the existing parks. Other park areas will be studied and added to the system as rapidly as funds will permit. Our request to the 1955 Legislature will be more than doubled over the amount we are currently receiving.

In general Montana's State Park System is just getting nicely started and we have a long way to go. We have reason to believe that within a few years we shall have a system that will be a real credit to this state.

*Nebraska.* George F. Ingalls, Park Planner for Region Two, National Park Service, Department of the Interior, reported:

The Nebraska Game, Forestation, and Parks Commission administers seven state parks which are widely distributed throughout the State and are supported by legislative tax appropriations. The Commission likewise administers a much larger number of recreation grounds which also are widely distributed. These recreation grounds, which include lands on state lakes used largely for fishing and hunting, are operated from income derived from the sale of hunting and fishing permits. While there seems not to have been anything especially new as to state parks during the past year, an important recreation development was the construction of a state lake in north-central Nebraska involving some 400-500 acres, including water surface and adjoining lands. Dingle-Johnson funds aided in construction of the dam impounding the lake.

Under agreement with the Bureau of Reclamation and the National Park Service, the State, through the Game, Forestation, and Parks Commission, continued to administer recreation areas on three reservoirs constructed by the Bureau. During the past year a similar agreement was consummated whereby the Mirage Flats Irrigation District administers a recreation area at another Reclamation reservoir.

*New York.* James F. Evans, Director of State Parks, reported:

With respect to operation, attendance and revenues, New York

State Parks had a good but not spectacular year in 1954. Attendance will be equal or slightly higher than 1953. Revenues, because of greater variety of sources, will increase slightly even though the bathing season has been poor.

Important capital improvements were completed during the year. On Long Island, the Captree Bridge and Parkway, opening up Captree State Park and Fire Island, was dedicated in June. Five miles of the Southern State Parkway, expanded to six lanes, were opened as a toll section. Both of these improvements were made by the Jones Beach State Parkway Authority. Other important items completed included the opening of the Bayard Cutting Arboretum and completion of grading on the Sunken Meadow Parkway.

Up the Hudson Valley, two sections of parkway were opened,—thirteen miles of the Palisades Parkway, south of Bear Mountain Bridge, and a twelve-mile extension of the Taconic Parkway northward into Columbia County past Lake Taghkanic. Good progress was made on the rest of the Palisades route and on land acquisition and plans for the Sprain Parkway in Westchester County. The Anthony Wayne park development in Bear Mountain-Harriman was nearly completed and a planning contract let for the development of Lake Taghkanic State Park.

Elsewhere in the State, newly acquired Evangola State Park on Lake Erie was partly opened to the public while plans for complete development are underway. Further progress was made on the Lake Ontario State Parkway and important improvements made at a number of up-state parks, notably Green Lakes, Allegany, Verona Beach, Wellesley Island and Fair Haven.

Work was continued on the shore protection program at Hamlin Beach, Fair Haven and Selkirk Shores State Parks.

A development of interest to park authorities was the beginning of the St. Lawrence Power Project by the State Power Authority, headed now by Robert Moses, Chairman of the State Council of Parks since 1924.

This date was also recalled in the celebration of the Thirtieth Anniversary of the unified State Park System in New York, featured by the publication of a Thirtieth Anniversary brochure and a proclamation by Governor Thomas E. Dewey of "State Park Week" August 15 to 21.

*Ohio.* V. W. Flickinger, Chief—Division of Parks, Ohio Department of Natural Resources, reported:

During the fiscal year ending June 30, 1954, the Ohio State Park System entertained over 9,600,000 visitors.

Expenditures as follows:

For maintenance and operation.....	\$902,015
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## For Capital improvements

Land acquisition 625 acres.....	\$35,543	
Other capital outlay.....	770,463	806,007
Total expenditures.....		\$1,708,022

For this period we expended 29.15 cents per visitor of which 10.25 cents was for maintenance and operation and 17.9 cents was for capital improvements. According to the 1953 national average figure just released of 31 cents per visitor, we were 8.75 cents under on maintenance and operations and 5.9 cents over on capital improvements, or 2.0 cents less than average on total.

Accomplishments—5500 feet of beach, 5.6 miles channel cleaning; dredged 818,732 cu. yds.; purchased and placed in operation 1—12 inch Hydraulic Suction Dredge; two (2) TD-14 Tractors; built 50 latrines; parking for 4,809 cars; purchased 1,379 picnic tables; built 15 miles of road; four (4) residences; 8 service buildings; drilled 33 wells. Under way 69 housekeeping cabins—completed and purchased equipment for them; 7 miles of gas, sewer and water systems; new patrol boats and motors; installed two-way radio for patrol purposes in boats and vehicles; planted over 88,000 trees and shrubs.

## Contemplated Expenditure for 1954-55

Maintenance and operation.....	\$950,000
Capital improvements.....	1,857,557

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\$2,807,557

which will involve the installation of a hydraulic gate at Rocky Fork, construction of two dams which will impound 494 acres of water; open up one mile of beach; complete one Inn; build one group camp dining hall, enlarge camping facilities in five areas; construct two residences; build additional roads and parking and acquire additional lands.

OHIO HISTORICAL SOCIETY. Dr. Richard S. Fatig, Engineer-Superintendent, Division of Properties, reported:

I trust you caught the change in the name of the Society. After 69 years of operation under the name "Ohio State Archaeological and Historical Society" the membership voted overwhelming at the last annual meeting to change the name to "The Ohio Historical Society." I am sure you will appreciate this change as much as our staff and many friends have.

During the past year a rehabilitation program has been in progress on several areas, particularly the log cabin Schoenbrunn Village and the village of Zoar. This program consisted of repairs to the existing buildings and additional restoration work.

The Quaker Meeting House restoration was started and all structural improvements completed. This project is located in eastern Ohio. The meeting house is the first Quaker Church west of the Ohio River.

Another project initiated was the restoration of an old water-powered mill located in Sandusky County in Northwestern Ohio.

The River Museum area of Campus Martius Museum, Marietta, was doubled in size by excavating and finishing a room in the basement of the Museum building.

Extensive improvements were made at Fallen Timbers State Memorial near Toledo. These improvements involved the relocation of the entrance, entrance road and parking area.

Restoration of one blockhouse at Fort Recovery in western Ohio was started. This project is continuing and will be completed early next spring.

General improvements have been accomplished in many other areas by additions of shelter house, fireplaces, toilet facilities, etc.

Total attendance for the historic and archaeological areas administered by the Ohio Historical Society as of the year ending June 30, 1954 was 2,117,991.

Funds available for operation were as follows:

#### STATE APPROPRIATIONS

Salaries and wages.....	\$186,397
Maintenance.....	80,990
Capital improvements.....	170,200
Total expended \$93,857 balance of \$76,343 carried over to 1954-55 operation.	

#### PRIVATE FUNDS

Earned income (concession, rent, etc.).....	\$66,781
Endowments.....	7,942
Total.....	\$74,723
Total available from all sources.....	\$512,310

*Oklahoma.* E. E. Allen, Director, Division of State Parks, reported: Oklahoma's proposed 5½ million-dollar self-liquidating bond program was the highlight of the year. Through mutual agreement between the bonding company and the Planning and Resources Board, this amount was increased from 5½ million to 7¼ million, which would make it possible to add facilities in all of the major parks. The bond program has been beset by many problems but now seems assured for the 7¼ million dollars. The State Highway Department is spending \$313,000 this year to pave all main park roads.

The Division of State Parks has added to its staff a land planner and an office engineer.

For the two-year period 1953-55 the Division of Parks has set aside the sum of \$543,500 for capital improvements in its 5 recreation areas, 4 memorials and 12 state parks.

The Oklahoma Planning and Resources Board, Division of State Parks, acquired by lease from the Federal Government a new state park area containing 575 acres of land and a 900-acre lake, with 14 cabins, a lodge and assembly hall, two residences, bathhouse, concession stand, boat dock storage facilities, and all utility lines and equipment. This area was acquired at no cost to the State. No funds are available for its operation until July, 1955.

*Oregon.* C. H. Armstrong, State Parks Superintendent, reported:

Oregon has had a very successful year in the use of its state parks. It has now been determined that the usage count will be approximately 5,000,000, which is the highest in the history of the state parks of Oregon. The overnight camping use has increased materially since its inception in 1952. The number served in 1952 in the overnight camping program was 34,000; in 1953 it was 64,000, and this year the number will be approximately 100,000 by the end of the season.

The budget for 1954 was \$1,023,000, of which \$555,000 was for capital outlay; \$434,000 for park administration and operation; \$34,000 for maintenance of roads and parking areas. The main improvement in park areas consisted principally in the expansion and addition of facilities such as the construction of improved type toilets, new electric and wood stoves where necessary, benches, one new caretaker's cottage, enlargement of overnight camping areas at four places—Wallowa Lake, Humbug Mountain, Honeyman and Cape Lookout State Parks. There were new overnight camping facilities provided at Tumalo in central Oregon near Bend. The construction of overnight camping facilities started in 1953 at Honeyman and Cape Lookout has been completed. The stabilizing of sand dunes by planting of European Beach Grass at the Nehalem Sand Spit and Cape Lookout has been in progress. We are spending approximately \$12,000 a year on this type of work. Improvement of water sources has been progressing whereby we eliminate the possibility of contamination, or wells have been drilled providing potable drinking water. We have found it necessary to replace some of the old water systems placed during the early thirties by the CCC's; this has proven expensive.

Insofar as acquisition is concerned, we have acquired 318 acres of new park land, 147 acres of which were donated by two different parties and Deschutes County. Provision was made for a new park at Bandon in Southern Coos County on the Oregon Coast, another at Tumalo a short distance northwest of Bend in central Oregon, and the completion of an area at Blue Lake near the summit of the Cascades between Salem and Bend. These added to our total, make 156 state park areas.

The program for 1955 is expected to be a continuation of the present year's work.



*Texas.* Frank D. Quinn, Chairman, reported for Gordon K. Shearer, Executive Secretary-Director of the Texas State Parks Board:

Texas State Parks acquired an additional 3,000 acres of recreational areas during the year with completion of negotiations with the Corps of Engineers of the U. S. Army for desirable sites on Texoma, Texarkana and Whitney Reservoirs. In order to carry out a program of development through revenue bonds, it was necessary to present authorizing bills to Congress in order that fee title could be had to limited portions of these areas. We cannot issue bonds unless land is owned outright.

The year was marked by observance of the tenth anniversary of Big Bend National Park. This was the occasion for a gathering in the park last July and exercises at which honorary park ranger commissions were issued to those active in the acquisition of the 700,000-acre tract as a state park and its transfer to the National Park Service.

Considerable success has been experienced with a type of camping shelter installed at Buescher and Balmorhea State Parks. The two parks are in widely differing types of country and both have found the shelters in big demand. They are roofed shelters 14 by 20 feet in size with concrete floors, six-foot concrete picnic tables with bench, waist-high charcoal grills and ample space for a cot. They have plug-in electricity and running cold water for cooking. Patrons use a central rest room with showers. Despite the cheap rate that is charged for these shelters the net earning to the parks is about the same as that from more pretentious cabins. The patrons bring their own bedding and linens and cooking utensils and all that is needed for a thorough cleaning is to hose them down. Particular or even finicky people have no hesitancy about using them though the preceding occupants may have been more careless.

A major undertaking of the year has been rebuilding of the dam at Huntsville State Park. Constructed by the CCC, the spillway went out in an unprecedented rainfall in 1940. A new spillway location is expected to give better results. We hope to have concurrence of the National Park Service in their State Cooperation Program. This project is being financed from sale of excess timber selected for cutting by the Texas Forest Service.

On the theory that there are more swimmers who do not like to dive than those who do, Tyler's State Park's swimming area was given a redoing. Old diving boards were replaced with meter and three meter aluminum boards, but the main stress was put on water amusements. A large water slide was installed off the diving tower. A small water slide for children was placed in shallow water. Water ponies were bought, basket ball goals put up and water basket balls provided. A sand beach was improved and stocked with attractively colored umbrellas. In spite of competition offered by new city and county pools, the result was that July swim receipts at Tyler State Park were \$3,515.05 compared with \$1,555.75 for July, 1953.

Small lake fertilizing following directions of biologists of the State Game and Fish Commission is bringing good results for fishermen. Extensive sampling precedes the treatment. Then lime and such fertilizers as the biologists prescribe are distributed. A frame resting on three boats makes distribution easy.

New entrance plans at San Jose Mission, San Antonio, as reported at last year's conference, now are a reality. A 60-car parking area is provided by this joint project of the National Park Service, Texas State Parks Board, Texas Highway Department, the City of San Antonio and Bexar County, Texas.

Major study is being given to beach development on the Texas coast of the Gulf of Mexico. Valuable assistance is expected from the announced research of public beaches on the Atlantic Ocean and Gulf of Mexico Coasts that has been undertaken by the National Park Service. It is hoped to provide good, accessible public beaches, at desirable places along the Coastal Highway which will extend from Sabine on the Louisiana-Texas border to Port Isabel at the south tip of Texas. Growing use of this route for tours to Mexico heightens the need for such development. A large sector of the route is along Padre Island. A series of county park beaches already has been started there following connection of the island to the mainland by causeways at Corpus Christi and Port Isabel.

Monthly reports indicate that the slump experienced in 1952 has been overcome and that a new era of park use has begun. Funds available will not be known until the State Legislature meets.

We have extremely satisfactory cooperation from the National Park Service and all State agencies such as: Army Engineers, State Highway Department, State Forestry Service, State Department of Public Safety, State Department of Health, Game and Fish Commission, for all of which we are grateful.

*Washington.* John R. Vanderzicht, Director, State Parks and Recreation Commission, reported:

The Washington State Parks and Recreation Commission enjoyed its busiest season in history in 1954. A 25 percent increase in overnight campers was the highlight of our year.

Many comfort stations were built in our camping areas which included hot water showers and laundry trays for the convenience of the campers. A ten-cent meter for hot water showers was successful and will be installed in our other overnight areas. The installation of Propane gas and electric hot plates was continued and installation of Presto log dispensers is planned for next year. (A Presto log is made of sawdust compressed under heat and pressure.)

Acquisition of many favorable park sites with emphasis on water front is going ahead in Washington, with progress being made on the

proposed 2,000-acre ocean-front park on Long Beach Peninsula, and acquisition of a mile of water front at Birch Bay on Puget Sound.

A new historical museum was opened at Fort Columbia State Park near the mouth of the Columbia River and work was started on restoration of Fort Simcoe near Yakima. This work is being done under the supervision of our historical section.

Two new boat moorages on Puget Sound were constructed, making a total of ten recreation areas reached only by small boats. A new group camp was developed at Pacific Beach on the ocean on property leased from the U. S. Navy. Our recreation division continued to help many communities in solving local recreation problems.

*West Virginia.* Carl J. Johnson, Conservation Commission, reported:

In West Virginia we have 19 parks, about half of the vacation type. We estimated that we had half a million visitors last year; that use is increasing about 10 percent a year. Our vacation facilities take care of about 18 percent of the demand. We completed the acquisition and turned over to the National Park Service the Harpers Ferry National Monument. Four parks were acquired during the year, two purchased, one by will and one from the U.S.D.A. For next year a five-million-dollar bond park-development program has been authorized and will be directed to improving existing park properties. Blackwater Falls and Tygart Lake will be changed from day-use areas to vacation parks.

*Wisconsin.* C. L. Harrington, Superintendent, Forests and Parks Division, Wisconsin Conservation Department, reported:

The State of Wisconsin has been in the state park business for about fifty years. The same impulses that activated the establishment of state parks in other states undoubtedly were responsible for a similar line of thinking in the Badger State. It seems to me that as the years have gone by the general demand of the visiting public to state parks is concerned more with broad recreation such as swimming, picnicking and similar outdoor pursuits than with scenery and the more aesthetic aspects that were frequently commented upon in the early-day reports on why state parks should be established. At any rate, we now find ourselves with 31 state park properties, with an annual day or other type of visitor use in excess of three million with a state-wide active interest in such developments and with an inadequate budget to keep up with what appear to be public demands.

In 1947 the legislature revised the laws relating to the state parks. This revision provided for a more accurate statement of purpose and for the definition of responsibility between state agencies concerned with aspects in this field of work. At the present time a close working arrangement prevails between the State Historical and Archeological Societies, the State Highway Commission, the University of Wisconsin and the



Conservation Commission in the establishment and operation of the state parks or related areas affording recreational opportunities. There is no overlapping or duplication of effort, and budgetary responsibilities are clearly known to each agency concerned. A practical illustration of the cooperative understandings that have been developed is the substantial aid the state parks receive each year in road construction and maintenance from state highway funds. Historical and archeological state parks are administered in close association with the State Historical and Archeological Societies.

Since the beginning of this work in Wisconsin the state park and state forest programs have been closely associated. I thought it might be of interest to report that today the state forests in Wisconsin are affording recreational use to the public in an ever increasing way. It so happens that in the established state forests the State is the owner of hundreds of miles of some of the best lake and river frontage in Wisconsin. Citizens as well as the large number of summer visitors are, in an ever increasing way, using these water frontages for recreation of the same type that is customarily afforded in those areas called state parks.

While the larger acreages in the state forests are dedicated to the timber harvest idea, still there is a constantly increasing acreage removed, either in whole or in part, from forestry operations. Protective roadside, riverside or lakeside strips, wilderness area dedications, scientific areas, camping and picnic grounds, overlooks and similar specialized reservations in which timber remains rather than is harvested, more frequently appear in working plans than ever before. While I appreciate that this same tendency is going on everywhere and has been going on for years, and is evident in national forests also, still in a State like Wisconsin it results in a blending of administrative purpose and operational need which tends to eliminate the differentiation between state forests and state parks. If one adds the wide use that the state forests provide the hunter and fisherman, which in turn affects the free harvest of timber products more or less, then the similarity of purpose becomes even more striking. In the state parks of Wisconsin no timber except dead and down trees is harvested, even though on the larger areas there are overmature stands, but in the state forests where forestry practices are fully intended and plans are made accordingly, more and more these areas are attaining the purpose and use of the state park. In this way there is a growing idea that the words "state park" are a more fitting classification term to the state ownership held for park and forest development. In southeastern Wisconsin the Kettle Moraine State Forest, which is intended to provide recreational opportunities for the most heavily populated part of the State, will be chiefly valuable to the people of the State for just such purposes rather than the forest products which may ever be realized from the 50,000 acres that eventually will be state owned in the Kettle Moraine hills. In my opinion this is one of the

most important influences now in process of evolution in Wisconsin and will tend to affect all administrative, operational and financial reckonings of the future.

For the 31 state park areas we operate on a budget of about \$500,000 per year. Of this sum \$150,000 comes from the general fund, \$220,000 from fish and game funds and the balance from state park receipts or other sources. In addition all park road work is financed from state highway funds. The budget is such that we are on practically an operational basis with comparatively little left for capital improvements. This situation is widely known and appreciated. At the present time a legislative interim committee is working on a better and more adequate plan for financing state parks. While all possible methods are being explored, it is not known as yet just what plan or combination of plans this special committee will recommend.

In conclusion I wish to report that the public acceptance of and interest in the state parks of Wisconsin are strong and healthy—the use of the areas is expanding. The public is way ahead of us in the desire for state parks. The system now incorporates some of the best in the way of scenic, historic, or natural wonder places we have in the State. The spirit of the Conservation Commission and those of us who daily work at this business in the department is to improve and to try and render a steadily better public service for the state parks of Wisconsin.

*Wyoming.* Jack F. Lewis, President, Wyoming State Park's Commission, reported:

The Wyoming State Parks Commission was created by the 1953 Legislature and was composed of three members appointed by the Governor, namely, Charles M. Smith, Clarence Stumpff, and Jack F. Lewis, with an appropriation of \$12,000.00 for operation and administration. In the summer of 1953 Mr. Stumpff resigned from the Commission due to ill health and Gerhard Jacobson of Glendo was appointed.

The primary purpose of the Commission was to negotiate with and take over from the Federal Government the lands surrounding various reservoirs in the State of Wyoming and develop these areas for recreational purposes. It is the Commission's understanding that the theory of the Legislature was that the development was to be done by private capital and that the administration costs of said recreational facilities would eventually become self sufficient, and that the State of Wyoming was not in a position to appropriate sums of the money for the actual development of the areas.

The reservoirs within the State of Wyoming, under the jurisdiction of the Bureau of Reclamation, are under the authority of three separate regional offices, namely: Billings, Montana; Denver, Colorado; and Salt Lake City, Utah. We find that there is little or no coordination between these offices and it is necessary to deal with each office separately.

We entered into, after considerable negotiation, license agreements with the Billing's office covering Buffalo Bill, Boysen and Keyhole reservoirs and with the Denver office covering the Guernsey reservoir. We have to date no agreement with the Salt Lake office regarding Eden Valley. There is at present in the process of being approved a memorandum of understanding between the State of Wyoming through its Parks Commission and the Department of Interior and various Federal Government agencies relative to administration of these areas. The Wyoming Game and Fish Commission will also be a signatory since they are to administer grazing areas adjacent to the reservoirs and areas that cannot be developed for recreation. We are hopeful that such agreement will be signed before the first of the year.

The Commission has granted two leases on Boysen Reservoir; one a large arrangement of boat docks, cabins, cafe, filling station and eventually swimming facilities on the south portion of the lake. Another concession was granted on the north portion for a boat dock, but application has been made by the operator for expanded services which will probably be granted to include a public picnic area.

We are now in a position to grant private cabin sites on Buffalo Bill reservoir and are in the process of granting a lease for a large concession for boating and other facilities on Buffalo Bill reservoir.

There has been some interest in cabin sites in the Keyhole reservoir area but no formal applications have been received. We are in the process of granting a lease to the Boy Scouts of that area for a summer camp. The Guernsey area is being surveyed for private cabin sites and we are hopeful that private capital can be induced to develop this area. It is, however, at a disadvantage; due to the lack of fishing in the reservoir.

We are hopeful that public campgrounds can be developed, particularly at the Buffalo Bill and Boysen areas and that these can be maintained as part of the consideration for the leases by the leasees.

We have also granted boating concessions to the Thermopolis Boat Club on Boysen reservoir and the Big Horn Basin Boat Club on the Buffalo Bill reservoir. In addition we have granted an agricultural lease to some land adjacent to the Buffalo Bill reservoir which will improve the looks of the area in a place that cannot be used for recreation.

We have not hired a full time employee, but anticipate doing so as soon as a satisfactory person can be retained to do the administrative work and act in the capacity of promoting development through the use of private capital. The need for a full time employee has not been required until recently, but with the increasing activity and granting of leases the burden is too great for the Commission to handle, particularly when we must operate from our own places of business scattered over the State of Wyoming.

There is an unlimited future in the development of recreational areas outside of the National Forests and particularly on the various reser-



voirs in the State of Wyoming. It is eventually going to be a problem of the Legislature as to whether it will be a full scale development or whether it will be a minor effort. The demand for recreational facilities and the activities of the outdoors are showing a tremendous increase and the demand upon the State for these facilities is sure to come.

The Commission has made some investigation of activities in other states and tremendous sums of money are spent every year on these developments and the number of persons who enjoy and use the facilities make such expenditures justified in most all instances.

The Park Commission's present policy is to go along slowly in the development and to screen very carefully the persons to whom we entrust development of certain areas. We are learning the problems and pitfalls and it is hoped that in the next biennium a marked increase in the development can be promoted and that the question of whether development of recreational areas by private capital can be accomplished or whether it will be necessary to seek substantial contribution of capital outlay in the areas by the State Legislature.

*Alaska.* W. A. Chipperfield, Land Commissioner, reported:

I assure you that it is a pleasure and an honor and enlightening to attend your annual conference this year and represent Alaska in the capacity of her first Land Commissioner.

Alaska is perhaps the baby member of the Conference of State Parks. I believe this is the first annual session of your conferences when Alaska has been represented. Alaska still is only a territory and "When will it attain statehood?" is still a \$64 question, unanswered. The lack of an answer is not going to prevent us from looking at our territorial park and recreation problem. The problems of wayside and roadside accommodations are already present, they are increasing, they require attention. I mention that Alaska is perhaps the baby member of your organization. Do not gain the impression that Alaska has an active territorial park and recreation division or agency in its government. Such an agency is now only in its embryonic stage. As yet it has not taken true form. A tiny seed was sown by the 1953 Legislature when it enacted a law which created a Territorial Department of Public Lands and the appointment of a Territorial Land Commissioner. The last section of this enabling act authorized the Land Commissioner to accept in the name of the territory gifts of land for park and recreation purposes. Today the Territorial Department of Lands is a one-man department, Land Commissioner and his secretary. Appropriations for the department are small and there are no funds for development and operation of recreational facilities. However, I am responsible that this seed receive the proper moisture and nourishment so that it can sprout and grow and flourish. This is a challenge that I have accepted for I know that Alaska is saturated with recreational moisture and vitamins.

Our Alaska park and recreation problems are divided into two parts: first; acquisition of site and formulation of policy and plans; second; development, operation and execution of plans. We have the full cooperation of the National Park Service which has made worth-while and valuable studies of the park and recreational need of the territory. We also have the full cooperation of the Bureau of Land Management, sportsmen, and conservation organizations who have done the same to a smaller extent. The National Park Service has done much more along this line than the territory itself has done and their studies and investigations and reports will be of great value in the formation of the territory's plan. I want to emphasize that, the territory does not lack very worth-while cooperation in the first part of our program. Over 150 key sites with potential value for park and recreational use are in the process of classification or have already been dedicated.

The rate of headway we shall make in the second part of our program is something that will not be so easy. It takes money to develop, it takes money to operate, and it takes money to maintain the recreational facilities. While we have good cooperation in the first part of the program, it just about vanishes in the second part. Alaska is not in the favorable position that many of the states enjoy. Our territorial government is thinly spread over a vast area of 375,000,000 acres, one-fifth the size of the United States. Our park and recreational facilities will be spread correspondingly thin. Alaska owns no lands from which it can derive revenue from resources and royalty as do many of the states. Of the 375,000,000 acres in Alaska at least 372,000,000 acres, over 99 percent are still Federally owned. Less than 1 percent is in private ownership; less than 1 percent has been surveyed. At the rate the Federal Government has been making rectangular surveys of land in Alaska during the past 44 years, it will take 66 decades to complete the surveys.

The solution to the second part of our problem boils down to the bare, but much overlooked and unconsidered fact, that the Federal Government owns and controls the land in Alaska. The United States Congress makes the laws that govern the administration of these lands. The Congress is composed of members that you elect, hence you are the ones who have the final control. You are the ones who own the highest and most majestic peaks of North America; the mysterious Northern Lights; the Valley of 10,000 Smokes; the volcanoes; the icecaps; the glaciers and the icebergs; the polar bear and the walrus; the great Alaska Brown Bear, largest and most vicious of its kind; streams where hordes of silver salmon spawn; the largest caribou herds; the biggest moose on the continent; the only land in your possession with the Midnight Sun; the longest day; the longest and coldest nights; unlimited wilderness areas; virgin forests; the Inland Passage and long, deep, and crooked fjords.

Alaska has boundless opportunities for recreational development. This fact is not new. Fifty-five years ago some of the most eminent scientists of the world recognized Alaska as the Switzerland of America. This is why I have accepted that challenge to nourish and cultivate that seed which has been sown. It is a challenge to me, to the territory, and to the people who own it, and to the governing body who control it.

## Relationship Between Highways and Parks

MARK H. ASTRUP, Landscape Engineer,  
Oregon State Highway Department

**O**BVIOUSLY highways furnish the routes by which people reach parks. Without highways, park areas, which often are isolated from population centers, would tend to become mausoleums visited only by a few, and your discussions and variant views on the philosophy of state parks, their function, value and use would be largely academic. Too, your problems of acquisition, planning, development and operation would be correspondingly simplified. Therefore highways, using that term comprehensively, have a direct as well as a supplementary relationship to parks, whether they be national, state or local, reached by other than that fast-vanishing mode of transportation commonly known as "shanks mare".

Having reached the rather apparent conclusion that highways are supplementary to parks, I racked my brain to no avail to fathom the subject assigned. Possessing an admittedly limited knowledge of both parks and highways, I stumbled on the question: Do they have factors in common? I think they do.

First of all, they both share an analogous problem in planning. Park organizations commonly prepare master plans, programs of yearly or longer time of development, and individual project plans. You employ trained technicians in the various professions to study, formulate and prepare those plans. Similarly, highway departments follow comparable techniques and procedures. Possibly due to the rapid increase in transportation demands, the highway engineer or administrator has a more advantageous position than his park counterpart in observing the beneficial results of adequate advance planning and, conversely in some cases, the tragic loss from inadequate planning in highways which have become obsolescent and require replacement before the physical plant wears out.

The use of aerial surveys, one tool in highway planning technique, might well be and I trust is being adapted to planning of large park areas and extensive parkways. Normally parkways are designed in basically highway organizations, but a wide range of professions is employed to study adequately the design of bridges, guard rails, pedes-



trian foot bridges, headwalls, lighting standards and directional signs. This corresponds to the design of individual park structures and developments as in both cases the object is to harmonize and blend man-made construction with the natural topography and to preserve landscape features.

Many aspects of the modern well-designed highway have been derived from early parkway design. They, too, have parallels in good park design and development. To illustrate this relationship I would like to quote the four basic requirements of the complete highway as set forth in the 1943 "Report of The Highway Research Board Committee on Roadside Development"—

UTILITY is most important, for unless a highway is serving completely in a useful capacity, its value is limited. In the broader sense, utility means service, and as such includes provisions for the handling of all types of traffic, with adequate safety turnouts, waysides, parking facilities for school and commercial buses, service areas for the distribution of mail, gasoline, milk, and farm products, as well as elements that result in the enhancement of land values.

SAFETY means orderly movement of vehicular and pedestrian traffic. The complete highway design should eliminate present and potential traffic hazards by keeping sight distance open on curves and at intersections, by flattening slopes so that traffic may leave the traveled way quickly and safely in emergencies, and by preventing erosion from forming gullies or deepening ditches into veritable traps for motor vehicles. These and other hazards may be avoided by demonstrated roadside development methods.

BEAUTY, an essential part of the complete highway, requires the harmonious integration of engineering, architectural, and landscape techniques. Conservation of stream banks, fine trees, weathered rock ledges, and similar natural features is essential to the attainment of beauty in the finished highway. A well-located highway with a stream-lined, erosion-proof cross-section, and with well-designed structures, has pleasing and long-lasting qualities which appeal to both the landowner and the motoring public.

ECONOMY is the quality of providing maximum vehicular and driver service combined with safety, design, and pleasing appearance, at relatively low construction and maintenance costs. Since the unit cost of annual highway maintenance may be decreased through the integration of the basic principles of landscape design and practice, it is obvious that developed roadsides are an economy.

Perhaps, but to a lesser degree, some highway construction methods have application to park work. I am thinking specifically of the machine methods that have been adopted in mulching, seeding and fertilizing highway cut and fill slopes. With the advent of modern earth moving equipment, permitting the construction of modern roads to ever higher standards, increasingly larger areas of infertile subsoils have been exposed to wind and water erosion. The problem of control is multiplied correspondingly in magnitude and is significant to the highway engineer from aspects of appearance, safety, and cost. In Oregon we have a truck-mounted tank of 750-gallon capacity with an agitator and appropriate pumping equipment providing a discharge pressure of 100 pounds.

Seed and fertilizer are placed in this tank, water added and the resultant slurry sprayed on cut and fill slopes. This machine, operated by a 2 or 3-man crew, fertilizes and seeds an acre in 10 to 15 minutes. Eminently satisfactory results have been obtained on slopes to a  $1\frac{1}{2}$ :1 gradient with no soil preparation or other practices normally associated with grass establishment employed. Coincidentally, we have practically abolished the use of "topsoil", a major item of expense. Where necessary, we have substituted a fertilization program, also applied by mechanized methods, to maintain satisfactory grass growth.

We have adopted one other means of mechanization—a mulching machine. Mulching, normally with hay or straw, is of inestimable value in critical growth or erosion situations. Mulch in its own right prevents surface erosion, conserves soil moisture, provides shade for newly germinated seedlings, reduces freezing and thawing action and adds organic matter to the soil. We have also found that it extends the season of seeding and stabilizes and permits the establishment of grasses in sands where previously only costly vegetative methods had been considered practicable stabilization means. These practices are instrumental in controlling erosion and improving the appearance of either park roads or highways.

Parks are universally recognized as one of the leading agencies in the conservation and preservation of our natural resources. The relationship of highways to conservation is less generally recognized and probably more frequently condemned than praised. But highways can and do play an important part in conservation from aspects of soil, water, forests, wildlife and landscape features. Highway departments are one of the largest land holders in any state and the way they husband and manage that land cannot but affect conditions on innumerable thousands of acres of adjoining lands. Wider rights of way now being acquired permit improved cross-sections, the retention of desirable trees and shrubs, a planting space to augment existing vegetation, and a screen planting of utility lines and other undesirable or conflicting views. In other words, we can employ better conservation practices and we can have highways of more pleasing appearance, which leads directly to another relationship—that of recreation.

According to statistics, never have so many people had as much leisure time and money to spend as today's population in the United States. The impact on both highways and parks can be understood when we learn there were 72 percent more automobiles in 1953 than in 1940, with a prediction of another 73 percent increase over 1953 by 1975. The percentage of recreational travel on highways has been variously estimated. There is every indication that it is large and increasing. The Yellowstone Park Area Tourist Study in 1950, which is another example of park-highway relationship as it was jointly sponsored by the National Park Service, the Bureau of Public Roads and the Wyoming State

Highway Department, disclosed that the travel purpose of 90 percent of car parties was to visit the park or that they were general vacationists. This high percentage of recreational travel could be expected in that location, but the disclosure that the average total trip mileage for all car parties was 3,734 miles and the average length of trip was 18.3 days definitely shows that America is on the road. Again, couple the fact that most industry is on a 40-hour week with the increased ownership of automobiles and you have a condition making possible trips of considerable distance over a 3-day weekend—an increase in recreational use of our highways.

Highway departments have recognized the importance of recreational travel both from its economic value to the community and from the standpoint of human resources. You know the increases of park attendance. It is far more difficult to know how many Americans gain their recreation, and what part of their recreation, by merely driving on our highways and enjoying the landscape therefrom. Thus from the standpoints of highway safety and increasing the pleasure of highway users, highway departments are making highway travel more pleasurable. For these reasons we are paying more attention to the appearance of our roadsides, we are marking historical and other points of interest, we are developing viewpoints, cutting out obstructing vegetation to emphasize scenic views, and establishing turnouts and rest areas where highway travelers may rest, relax and recuperate from driver fatigue.

Perhaps some of you feel that these measures, particularly rest areas, compete with park facilities and prerogatives. I think it is unfortunate that some of the States call these areas parks. It is significant that they are called rest areas in the Highway Research Board publication on this subject. Their objectives, size, development and concept are premised primarily on highway safety and furnishing of a necessary driver service. They are enjoyed by thousands of travelers and that fact bespeaks the promise and the prediction that increasingly higher standards of construction and maintenance are justified and will be adopted.

Many highway users, recreation bent, do not have parks as their objective of travel. In the same manner that some regard state, county, and municipal parks as being important supplements to prevent overcrowding and use of national parks, cannot highways be considered as adjuncts to state parks? Highways will always have a predominant traffic function and their secondary recreational value should not undermine or deter an orderly and necessary increase in state park appropriations for acquisition, development and maintenance. If numerous people obtain their recreation through highway travel alone, or by utilizing highways to go fishing, hunting, swimming, skiing, or to obtain other forms of recreation outside park areas, highways do assist in relieving the ever-increasing visitor load of state parks and in con-



serving and preserving their inherent values and natural features. Is this not a relationship of major importance?

## State and Federal Cooperation in Reservoir Development in the West

LAWRENCE C. MERRIAM, Regional Director,  
National Park Service, San Francisco, California

NO ONE can question the axiom that people seek bodies of water at which, on which, or in which to find recreation. During the last few years many artificial lakes have been created with the use of Federal funds in irrigation, power, and flood control projects. There is an important by-product-recreation, which as yet has not been implemented in the basic reclamation laws but is given recognition in the Army's flood control Act of 1944 as amended.

Experience has shown that a new reservoir is a prolific fishing area for several years, and there is no keeping the fishermen off the water when there are fish to catch. Soon numbers of people visit the area regularly, and no matter what we think about the propriety of their activities, a lake has been created and the people will be using it.

It could be said "so what?" Let them use the area to their hearts' content, but what will be the results? Reservoir slums will develop, improvised unsafe boat launching ramps and docks will appear, garbage, tin cans, bottles, and paper will be strewn about, fire hazards will be created, and above all, because of the lack of water and sanitary facilities, a serious health menace will develop. This, of course, will eventually lead to the contamination of the water in the reservoir. The best solution is for the community, the State, and the Federal agencies to meet this problem cooperatively and produce a comprehensive realistic plan acceptable to all. This makes the recreation use of reservoirs by the public an asset to the State rather than a liability.

In the West we have these artificial lakes in the mountains, the valleys, the desert, and on the plains. Some are far removed from centers of population while some are relatively close. Roughly, in Region Four alone, which includes Washington, Oregon, Idaho, California, Nevada, and the Territory of Alaska, there have been constructed or are being planned by the Bureau of Reclamation over one hundred and fifty reservoirs and by the Corps of Engineers about fifty reservoirs. On the face of it, providing adequate recreation facilities for the public on all these reservoirs appears to be a staggering problem. Of course, recreation developments on all of these areas cannot be justified because, particularly in some flood control projects, the excessive draw-downs of the lake level would ruin the fishing and cause extensive mud flats during the summer months; also, many are located in terrain which

is just not suitable for recreation purposes; others may be so far removed from population centers that it would be economically infeasible to spend public money on developments which would not have a reasonable patronage.

But where an area is relatively close to an urban center great numbers of people take advantage of its recreation facilities. Our experience at Millerton Lake in California, upstream from Friant Dam, is a case in point. The National Park Service assumed interim management of this area in 1945. The number of visitors to the lake has increased each year. In 1947 the attendance was just under 300,000. However, in each of the last two years over a half million visitors have come to Millerton Lake. On the basis of a survey made this past summer and applied to the year's travel, approximately 509,000 out of a total of 550,000 visitors, or 92 percent, came from the two counties in which the lake is located. These people traveled not over thirty miles. Only 4,000 visitors, or less than eight-tenths of one percent came from out of state. Picnicking is the popular activity for which the people come to Millerton. Forty percent came for that expressed purpose, but of course enjoyed other activities as well, such as swimming and fishing; twenty-one percent came for boating, many bringing their boats on trailers; and fourteen percent came especially to fish.

The present thinking is to place reservoir areas in two general classifications, those of national significance and those of less than national significance. It stands to reason that very few areas will be considered of national significance. They not only must have qualifying scenic, scientific, historical, or archeological values, but they must also possess sufficient drawing power to interest the people on a continuing nationwide basis to visit the area. Areas not possessing this outstanding qualification must, of course, be classified as of less than national significance. Under the provision of an inter-bureau agreement between the Bureau of Reclamation and the National Park Service, the Service will administer the areas of national significance although they are not a part of the National Park System by virtue of their artificial nature, but the basic control remains in the agency responsible for the water control structure, the Bureau of Reclamation.

Several Acts of Congress have been passed authorizing the National Park Service to perform cooperative services with state and other Federal agencies. For example, on June 23, 1936, an Act was approved which authorized *studies of the park, parkway, and recreational area programs in the United States*. It provides for cooperation between the National Park Service and States and their political subdivisions in park and recreation matters. There are two other Acts which are of considerable importance from the standpoint of basic authority. The first of these is Section 601 of the *Economy Act of June 30, 1932*; which provides for inter-Departmental cooperation. It is of particular im-

portance to the Service in its cooperative activities with the Bureau of Reclamation and the Corps of Engineers, wherein programs are developed for recreational use at reservoirs constructed by these two agencies.

On August 7, 1946, an Act was approved which provides basic authority for the performance of certain functions and activities by the Service. It provides for administration, protection, improvement, and maintenance of areas under the jurisdiction of other agencies of the Government devoted to recreational use pursuant to cooperative agreements. It authorizes the Service to enter into agreements with the Bureau of Reclamation and the Corps of Engineers for reservoir recreation area operation, as at Lake Mead and Coulee Dam.

The Service has a responsibility to appraise the impact of proposed water control structures on park and recreation areas, including the wilderness areas of the mountains. Its recommendations are based on a careful analysis of each situation. In several instances the recommendation has been made that the area should not be invaded by a reservoir. The Service takes this responsibility very seriously.

There has been much consideration given over the past few years to a Federal policy on water control programs. In 1950 the President's Water Resources Policy Committee issued a report, "A Water Policy for the American People," which made specific recommendations for the adoption of policies which would define the extent and limitations of the Federal Government for a national recreation program in this field. No legislation has yet been passed by the Congress establishing such a water resources recreation policy. The Bureau of the Budget has, however, defined in its Circular A-47 certain principles by which the Administration will be governed. Among other things this circular states that "when additional development in the project area, including access roads, is required in order to make recreational values available to the public, such modification or development shall be included in the project proposal only if the States or local governments agree to repay the full cost thereof." However, Congress has upon occasion written into the Act authorizing the construction of a specific project a provision whereby minimum basic recreation facilities are provided on a non-reimbursable basis. Examples of this are the Dickinson reservoir in North Dakota and the Bonny reservoir in eastern Colorado.

The President is, however, now taking positive action toward a solution of all phases of the water resources problem. He recently created a "Cabinet Committee on Water Resources" in his Cabinet, the chairman of which is the Secretary of the Interior. The President has also authorized the creation of an "Inter-Agency Committee on Water Resources," a technical committee of professional men from the various Departments having water development responsibilities. "Basin-wide Inter-Agency Committees on Water Resources" function



at the field level. The Secretary of the Interior has established regional "Field Committees" to coordinate the Department's river basin activities between its various Bureaus and with the Basin-wide Inter-Agency Committees.

After Congress authorizes a project in which an artificial lake will be created, and the determination has been made that it possesses potential recreation resources, a master plan or development plan is needed. This must be a cooperative venture with full agreement between the State and the Federal agencies involved. If a State signifies its interest to assume the administration of the area, the Bureau of Reclamation may, by law, transfer sufficient funds to the National Park Service to produce such plans. The problem is not approached with any preconceived ideas based upon what are known as national park standards. Rather the policies, standards, and general conceptions of the State are the guiding influence in any recreation plans prepared by the Service. A determination is made of the local recreation needs, and an attempt is made to meet these needs. Sometimes consideration is given by the State to new ventures in recreation, such as private vacation cabin sites and competitive sports in the field of sail and outboard motor boating.

A long time development program is worked out first to provide minimum basic recreation facilities. This would then be followed over a period of years by additional development which may be required to meet the needs of the visitors and which by use has become evident and a proven necessity. The minimum basic recreation facilities will be those necessary for the safety and health of the public and the protection against contamination of the water, such as access roads, sanitary facilities, and drinking water. Other early considerations for the comfort and enjoyment of the visitors may include such improvements as shelters, conservation planting of trees, seeding, picnic areas, and boat launching ramps.

The Federal Government, of necessity, must control the primary purpose for which the project is built. The level of the water has to depend on the requirement for irrigation and power. This often creates a serious problem for the park and recreation planners. However, it is fortunate that most reservoirs will be full or nearly so during the normal vacation period. They usually show the beginning of marked lowering of water level in late August or September.

Because of this necessary control of water elevation it is required that the State or political subdivision wishing to take over the recreation development and program accept a lease from the water control agency which can be given for a period of years, usually with an option for an extension of time. The safeguards of both the Federal Government and the State are clearly stipulated.

A very desirable arrangement has been worked out in the State of Nebraska. That State has signed a Memorandum of Agreement with the Bureau of Reclamation and the National Park Service in which one of the whereases states in substance, "Nebraska has expressed its desire to undertake administration of these public recreational developments." The articles of the agreement outline in detail the responsibilities and procedures which will be followed by each of the three agencies to the agreement. When a proposal to build a dam is made, the State is immediately brought into the picture, and its planners have a voice in all reports and plans that will affect the development of recreation facilities. The agreement further protects the State from accepting any reservoir area which it deems unsuitable for recreational development. This agreement is an outstanding example of cooperative planning and action by agencies of the State and Federal agencies.

The Secretary of the Interior is particularly anxious that the cooperative endeavors between the State and Federal governments be strengthened, that the State participate even more actively in these matters which directly affect the people of the State. State operated recreation programs on Federal reclamation reservoirs are probably one of the best examples where this policy can be put into effect.

In an address by Secretary of the Interior Douglas McKay last July 4 at the 200th anniversary celebration of the Battle of Fort Necessity, Uniontown, Pennsylvania, he said:

Here, too, we find the State joining with local citizens and the Federal Government in sharing in the task of preserving this historic shrine. As an important unit in the State system, Fort Necessity State Park adds to the beauty and historic significance of the restored fort.

This in my opinion is an ideal arrangement. It demonstrates a clear understanding of the necessity for the States and local communities to share with the Federal Government in the development of our natural resources, whether the responsibility involves the construction of a giant power dam or the restoration and preservation of an historic area.

Too long—far too long—have the people looked to Washington for solutions to all their problems . . .

The Park System is prepared to make available its scientific and technical skills to local groups, to States and cities, to assist any worthwhile local effort to develop historic areas or to aid in the proper planning and operation of local park systems.

In conclusion, therefore, it can be said that as a practical matter the people desire the use of the water and land bordering reservoirs for recreation purposes; that because the patrons of such areas are invariably local citizens of the State, the State should give full consideration to providing the facilities and the leadership for such a recreation program; that a state policy expressed in a memorandum agreement is helpful to both the state and the Federal Government; and that the Service pledges its full cooperation and assistance to the States in working out a suitable program which will conform to the State's policies.

## Discussion

MATT. C. HUPPUGH, Reservoir Management Officer, Office, Chief of Engineers

THE following, I believe, are the most significant items involved in the administration of approximately 100 operating projects, flood control—navigation—multiple purpose reservoirs.

a. Approximately 5 million acres of land acquired for these projects, either in new water or surrounding such waters, are a significant addition to the public lands available to the people of the United States. A 41,301,398 attendance for 1953 represents a substantial increase over the 29,000,000 attendance for 1952. In spite of extreme drought conditions, with attendant low water in areas of the South and Southwest where many of these projects are located, there are indications that the 1954 attendance will exceed that of 1953. A number of new and large multiple purpose projects are going into operation and will likely be used by large numbers of people for boating, bathing, fishing, camping, hunting and other recreational activity.

b. Actual attendance at most projects is from 15 to 25 times those estimated by park planners using formula derived from the 1938 Park Use Studies. This attendance is *not the result* of facilities provided for recreation use but is primarily dependent upon recreational resources created by the construction of the project. The other and significant characteristic of this attendance at Corps reservoirs as distinguished from pre-war State Park attendance is the fact that it is so evenly distributed over 11 to 12 months of the year and to every day of the week. In some reservoir areas the highest monthly attendance is other than July and August, the school vacation period.

c. Over 800 separate leases and licenses have been issued to State, County and Municipal agencies for public park-recreation use and/or wildlife management in operating projects of the Corps. These grants have materially increased the acreage of State Park lands. In many cases they represent the first concrete step to the initiation of good County Parks Departments. Many large and small cities have been able to round out and enhance their recreation program by such additions to the water areas available for public recreation use.

d. Over 200 leases have been granted to quasi public agencies for the establishment of new organized camps on the shores of the new lakes. The large shore lines of these reservoirs and the public-owned islands therein afford practically unlimited opportunities for explorer-type camping in addition to the camping opportunities afforded at public camp grounds and organized camps on the reservoir areas.

e. Under the New Joint Acquisition Policy of 12 October 1953, the Federal government will acquire less land for water resource projects than in the past, but provision will continue to be made in Corps reservoir projects for ready public access to the waters of the reservoir and



for the accommodation of the public coming to it for recreational purposes.

## Panel on Interpretive Programs in State Parks

ALBERT CULVERWELL, Historian  
State Parks and Recreation Commission, Seattle, Washington

AS I SEE my function, it is to formulate some sort of a pattern of development on interpretive programs in state parks and, in particular, to relate this to historical work. I will leave to my very able colleagues, the development of any of the points which I introduce. Possibly they may wish to challenge some of my statements. First then, my remarks may be related to two questions—What is meant by an interpretive program and why an interpretive program? In developing such a program, attention to work of the Washington state parks will be given for illustrative purposes.

When we speak of an interpretive program we mean in the simplest of terms, a program which tells a story. That story, of course, must be accurate and clear enough to be easily understood by the public. From our experience here in Washington we may better define interpretive programs. Here we have a four-part development involving archeological sites, the restoration of historic buildings, museums (of which we have three) and a miscellaneous category including a roadside marker program in cooperation with the State Highway Department, and geological sites.

The work began back in 1949 when an Advisory Board was selected to recommend the acquisition and preservation of historic sites in the State of Washington. This board was made up of educators in the field of history, geology, and forestry, citizens interested in historical work, and representatives of various historical societies in the state. Here a moment might be taken to discuss the use of advisory boards in such work. We have been able to work successfully with such groups and our state Advisory Board on Historic Sites has worked together and cooperated with the Commission in the work of acquiring and developing our historic sites. I believe that the value of such a board is dependent largely on the type of personnel which compose it. A good board can act as a liaison between the administrator of an interpretive program and the public. It may screen requests from local communities and answer for the policies developed by park personnel. Local people are more likely to have faith in the decisions of boards representing them than in a single administrator no matter how much of a specialist he may be. In this sense the board may protect the technical work of the administrator. Finally, it can do much to unite public opinion in support of your program.

An adequate staff to handle an interpretive program should also be considered. Actually, the number of persons employed is dependent largely on the size of your interpretive program. You may have several historians, an archeologist, a geologist, and a park naturalist, or you may have only an historian who does the research and supervises the program utilizing the services of park personnel and private contractors. The Washington State Parks and Recreation Commission found that the amount of work involved and the need for expediting and centralizing all historical work necessitated the hiring of a full-time historian. The historian of a small program will have many responsibilities involving other areas of study than that of history. I think of the many times in the past few months that I have been called upon for decisions concerned with color and design in the development of two museums. Ability to speak with some authority in the fields of antropology and archeology, geology, art and architecture in addition to a thorough knowledge of the state should be considered in the qualifications of an historian. In this sense, it is understood that the supervisor of such a program must be trained professionally in more than one area of study.

The research end of the work is very important, especially so during the acquisition phase. Often we are inclined to take anything that is given to us. To solve this problem some have adopted the "theme" approach. Here in Washington, as an illustration, there are several "themes" that may be exploited. We have a rich Indian background; the fur traders, with British and American rivalry; a pioneer and missionary view; and many other periods or "themes" may be found within our past. Sites should be selected so as to tell the complete story and the acquisition phase of the work should not stress one "theme" to the detriment of another. After sites are selected, a complete survey should be made of each area and a plan for its development made. The value of planning can never be over-emphasized, for it is costly to venture "in the dark."

There will be, of course, many problems in any program. Let us consider here, some that have faced us in Washington. One of our principal archeological sites is Fort Spokane located nine miles northwest of Spokane, Washington which some of you visited while in that city. In 1810 the Northwest Company, a fur trading concern, established a small, temporary post in the area. In 1812 Fort Spokane was built by John Jacob Astor's Pacific Fur Company in close proximity to the Northwest Company's post. After the War of 1812 the Northwest Company took over the Pacific Fur Company's interest in the northwest. In 1821 the Hudson's Bay Company merged with the latter company and moved the trading post in 1826 to Fort Colville at Kettle Falls on the Columbia River. Archeological research determined that there were three stockades at the site. After the archeological work was complete the problem of interpretation was very real. How can

we best show what was found under the soil? The problem was solved by placing logs on concrete forms approximately 12 inches above the ground as accurately as possible in positions where evidence of the stockades were found. These logs were painted three different colors, each representing a trading company active in control of the site. By this log painting plan the visitor is able to observe the stockade of each company and see changes made upon the original Pacific Fur Company stockade. Where a stockade wall was a part of another company's fortification, a portion of the log is painted with the color of each company. A large interpretive sign explains the historical importance of the site and small signs note points of interest adjacent to and within the stockades.

At Fort Simcoe (1856-59) located 37 miles from Yakima, we have many problems in the restoration of the five original fort buildings. After 1859 the fort became an Indian agency and continued to be used in that capacity until 1924. We determined to restore the buildings and area as of the fort period. Four of the buildings of modified colonial architecture offered some real problems in restoration because of their construction. For example, the sills of these houses are of hewn timbers; the outside walls and some of the interior walls are filled between the studding with brick nogging. To restore the sill the studs and the brick work resting on the sill had to be removed as well as the board and batten exterior and boarded interior of the wall. This was not only difficult work but it also required considerable patience on the part of the carpenter. I might also add, it is very expensive. This prefaces my last question—why should we have an interpretive program?

First, I would maintain that such a program should be established because it pays. You can best talk to legislators in a jargon of dollars and cents. At our Fort Simcoe during the first three months of this operation there were more than 21,000 visitors. Trades people in the area will tell you the popularity of this site has meant dollars and cents in their pockets. Our Ginkgo Petrified Forest Museum the past four months has shown an average of over 50,000 visitors each month. Talk to the people in that area and they speak loudly in their praise of this attraction.

But let us turn from the Washington experience and look at perhaps the most ambitious attempt to restore historic buildings in the United States. I refer to the work at Williamsburg. To support my point that money can be made from the vast expenditure placed in a restoration I quote from the last report of the President of Colonial Williamsburg:

More visitors—an estimated 600,000—were attracted to Williamsburg in 1953 than during any other year in the history of the Restoration . . . By a conservative estimate, tourists last year spent \$8,700,000 in the Williamsburg community, where a vigorous economy has been built around their accommodation.



Since 1928, the first year of the Restoration's existence, Williamsburg's bank deposits have risen from \$1,181,297 to \$7,322,098. Assessed real estate valuations have risen from \$1,160,770 to \$4,995,480, and the number of rental rooms available to visitors has risen to a total of 1,124—over 70% of which are operated by residents of Williamsburg not employed by Colonial Williamsburg.

There is yet another intangible reason for the development of such a work. It might be termed philosophical. We have heard it said that "the value of history lies in the perspective it gives us as we take up the problems of the present." I can't help but think that somewhere along the line in our striving for success we, as a people, have failed to make known the true source of our greatness. What is our heritage? We speak of an "American Way of Life" but we have not specifically and adequately defined this phrase. Perhaps we can find real meaning in our past. There is this challenge to interpret our historic areas in such a way that our people will understand their heritage. Then some alien philosophies may not be accepted verbatim, but may be tested with those ideals which our history reveals.

C. FRANK BROCKMAN, Asso. Professor of Forestry,  
College of Forestry, University of Washington, Seattle 5, Washington

THE cover of the *Saturday Evening Post* of September 11, 1954 depicted a scene typical of many picnic areas in state parks. Undoubtedly it caused numerous chuckles on the part of many state park administrators who have to contend with the problems portrayed. This amusing scene was accompanied by the following editorial comment:

Why are picnic grounds? Isn't it easier to concoct food in a kitchen and consume it in dining room chairs? Why do two otherwise happy families battle each other for the last table at the picnic park when both have empty tables at home? Is there merit in seeking the wide, empty spaces to eat sandwiches and sand among the multitudes of people? But enough of these silly questions! Let's start over again. Very well, why are azure lakes? Why is the tonic perfume of evergreen woods? Why the charm of rolling away to new places, through mountains and valleys that roll away to a pale-blue everywhere? And why is the magic of picking a fresh daisy, and being assured that Joe loves Mary? Dohonas says in paint that for the same reasons picnics are!

In short, outdoor recreation is many things to many people. Activities which appeal to some are a bore to others. This highly personalized attitude is the source of many problems relative to the administration of different types of recreational areas.

If we can accept the definition of recreation as "the pleasurable and constructive use of leisure time," we should recognize that interpretation has a major place in the planning and development of public recreational lands. It is encouraging that reports from so many state park representa-

tives at the conference indicate growing recognition of the importance of interpretation as a vital part of their administrative activities. These administrators should be congratulated on the progress they are making in development of constructive interpretive programs and in integrating these into their administrative organization.

The primary objective of state park administration is provision of maximum public recreational opportunity at the lowest possible cost—in short, to give the public the greatest value for their recreational dollar. This cannot be accomplished unless use of outdoor recreational areas is guided so that generations hence may find, unimpaired, the values which we enjoy and appreciate today.

Surely there can be no doubt interpretive programs—including museums, nature trails, and campfire talks, to mention a few related activities—contribute to the greater enjoyment of park visitors. Further, the economic value of such activities has been widely established and is being more generally recognized. While economic gain to the administrative agency is indirect, business in surrounding regions profits directly from any activity which develops public interest in a region and thus encourages a variety of expenditures over a longer period. Interpretation admirably serves this purpose.

But good interpretation produces for state park administrators far greater benefits than public enjoyment or economic gain. For one thing, it develops greater public understanding of the varied objectives of different types of recreational areas—national, state, county, or municipal—each of which serves a specific recreational purpose. If state parks are fully understood and appreciated by the public who use and support them, legislators will be more inclined to view necessary appropriations with favor. Good adequate interpretation contributes materially to such public understanding.

Here in western Washington the National Park Service is faced with two knotty problems—proposed ski developments in Mount Rainier National Park and suggested boundary changes in Olympic National Park. These controversies offer an example of a lack of proper public understanding of the purposes of these specific types of recreational areas. This situation might easily have been avoided had the National Park Service earlier supported adequate interpretive programs, which would have emphasized the distinctive service of a national park, thus differentiating them from other types of recreational lands. State parks have profited greatly by the leadership of the national parks; let them also profit by their occasional mistakes!

Another less generally understood advantage derived from a good interpretive program is development of greater public awareness of the hazards of an area. Through understanding, the public is made to recognize the dangers involved in certain recreational lands, and thus is less apt to engage in hazardous activities which prompt emergencies

that are not only costly, but destructive to an administrator's peace of mind. Finally, among many other values, interpretation aids in development of an individual's sense of responsibility in the care of recreational lands, thereby reducing expensive protection and maintenance costs.

In view of the great value of interpretive activities to practical state park administration, it would seem that every state park system should have at least one person in the organization whose primary duty would be to examine, study and develop an interpretive program, and coordinate this with the over-all objectives of the state park administration. We usually think of interpretation in relation to highly significant areas only—as in the national parks where it originated. Yet some form of interpretation has a vital place in every type of an outdoor recreational area. "Interpretation" to many denotes expensive, elaborate programs. However, good interpretation need not be concerned with extensive developments. Actually it may take numerous minor forms—printed publications for sale or for free distribution, TV and radio programs, a simple flower display, small signs for the identification and explanation of biological, geological, or historical features of interest, a simple sign board giving information relative to nearby areas which might be worth a visit. Actually it is a form of "selling" the interests and the policies of an area. It bears the same relationship to recreation as does a window display in a department store to the merchandise inside.

## What Services Should State and National Parks Provide?

FRANK D. QUINN, Chairman, Texas State Parks Board, Austin, Texas

I CONSIDER it a distinct honor to be invited to participate in this panel discussion but I doubt that I will be able to come up with anything new. The National Park Service has always gone *all out* to provide the necessary and adequate services not only to the people of the nation but to the park departments of the cities, the counties, and the states. No hard and fast dividing line seems practical.

In general, I would think the magnitude of a project would be one of the determining factors. Take the Big Bend National Park for an example. The State of Texas could exploit some of its outstanding features but it is definitely a National project to preserve in its natural state a wide area of more than 700,000 acres.

In border states, it is, of course, desirable to have Federal control and participation in administering areas that have an international interest such as the Big Bend National Park of Texas, Glacier National Park along the Canadian boundary and perhaps Falcon on the Rio Grande.

Then we have the National Historic Sites which are, of course, better preserved and administered by the National Park Service.



In May 1952 the National Park Service over the signature of Ronald F. Lee, Assistant Director, sent all of us a copy of Recommended General Policy of the Federal Government Relative to Public Recreation which was adopted by the Federal Inter-Agency Committee on Recreation, November 5, 1951.

I will not take the time to read this general policy to you but perhaps it will not be amiss to cite some of the highlights of this report:

The provision of necessary recreational facilities and services requires national, state, and local effort, both public and private . . .

It is the responsibility of the communities to provide recreation areas, facilities and services to the people within their political boundaries . . .

The state governments have the responsibility to assist the communities by enacting adequate enabling laws, and providing advisory services, areas, and facilities . . .

It is the responsibility of the Federal government to develop and to arrange for others to develop the recreation resources on federally owned lands and to cooperate fully with the states and their political sub-divisions without assuming responsibilities that properly rest with the states.

Speaking personally and for the State of Texas, we have always had most wonderful cooperation from the National Park Service in every way. They have supplied technical services, made recreational surveys, historical surveys, helped us with the selection of new areas, have given us much practical advice regarding operation of concessions, administrative problems, elimination of cattle grazing and have even loaned us some of their top experts for which we, of course, were happy to pay ordinary salaries and expenses within the limit of our budget.

It would be impossible to name all of the individuals who assisted us through authorization of the National Park Service but at the moment I can think of Directors Albright, Drury, Demaray, and Wirth, Regional Directors Maier, Tolson, Tillotson and, of course, associates, McColm, Cornell, Neasham, Diggs, Sias, Paul Brown and many others. In fact, I will not try to name all of those grand people connected with the National Park Service who have helped us.

There is one important item to be remembered. The National Park Service will not "barge in" and take charge. The Service prefers to be invited, and has been a great help, I am sure, to all members of the National Conference. It is our duty to support them in every way possible.

The National Park Service has acted as a central clearing house for information and has worked well with all agencies such as ours, including the American Institute of Park Executives, American Camping Association, Great Lakes Park Training Institute and has always graciously furnished advisory and consultative assistance to the states upon request.

It is a fact that back in 1939 it was a National Park Service representative, Mr. Lonnie C. Fuller, now Vice Chairman of the Texas State Parks Board, who introduced me to the State Parks of Texas, when we did not own an automobile capable of crossing the State.

So, in my book, the National Park Service has rendered already super service to the states and to the people of the Nation.

As to services to be provided by State Parks—First I think it is our specific duty to keep all areas clean and accessible—good maintenance, with adequate signs and markers, is absolutely essential—clean rest-rooms are a must—the drinking water should be approved regularly and constantly by the State Health Department. Every park should have plenty of picnic areas—and areas for overnight camping. The larger parks should be provided with cabins, lodges and a place to eat. When parks are on the water, there should be places provided for fishing, swimming and boating. Concessions should be operated, not primarily for profit, but for the comfort and convenience of the park patrons, and the State Park Authorities should see to it that the prices charged are in line with nearby communities.

Golf courses are an expensive luxury, but we supply a few of them also with reasonably fair success. These golf courses are usually leased out to some local club or group, who keep all receipts and assume full responsibility for maintenance.

In my opinion, it is also the duty of the states to render technical assistance and advice to towns, cities and counties, as far as manpower and the budget will permit, in somewhat the same manner as the National Parks Service renders technical assistance.

ARTHUR C. ELMER, Chief, Parks and Recreation Division,  
Michigan Department of Conservation, Lansing, Mich.

*Background.* The state park system is founded upon Act 218, P. A. 1919, which set up a State Park Commission and provided for the acquisition, preservation and care for public parks for the purposes of public recreation or for the preservation of natural beauty or historic association. Act 17, P. A. 1921, created the Department of Conservation and transferred to the Conservation Commission the powers and duties of the State Park Commission. (The acts as amended and now in force are as follows: Act 218, P. A. 1919; Act 17, P. A. 1921.)

*Rules and Regulations.* It shall be the policy to make and, when necessary to meet changing conditions, modify rules and regulations to protect public property, to protect the health and welfare of users and to provide the maximum degree of enjoyment to the greatest number of people.

*Basis for Selection.* Sites for state parks shall meet as many as possible of the following requirements: (a) Lands which will preserve

historical features, outstanding scenery and areas typical of the land formations, waters and vegetation of the region. (b) Contain features which are unique, outstanding, distinctive, notable in the state or nation. (c) Include scenic and recreational resources and wilderness and natural areas which are unlikely to be reasonably well preserved and made available to the public under private ownership. (d) Geographically distributed, not in direct proportion to population distribution, but to be reasonably accessible to the people in every part of the State. (e) Provide, or can be made to provide, a variety of forms of recreation. (f) Sufficient size to permit adequate development without crowding, to permit future expansion and to provide a buffer against encroachments of a nature which will detract from the natural beauty.

*Incompatible Uses.* Miniature railroads, merry-go-rounds, ferris wheels, pony rides, miniature pool and golf courses, and similar installations, are incompatible with the purpose of state parks. It is the contention of the Department that these features belong in fairs, circuses and amusement parks—not state parks. Establishment of this type of development is not permitted.

*Concessions.* The concession or “park store” has been an institution in Michigan’s state parks for many years. Its only justification is to provide service to the public. It shall be the policy of the Department that concessions be operated under terms of a lease to private individuals or firms. Concessions are awarded on a competitive bid basis to the highest bidder, except that bids other than the high bid may be accepted if the ability, integrity and experience of the bidder warrants such exception, in all parks in which such services are in the public interest. Approval by the Conservation Commission shall be required of all concession leases in which the gross receipts for the preceding year are \$2,500 or more.

*Acquisition.* It shall be the policy of the Department to continue the consolidation of ownership in southeastern Michigan recreation areas and other park lands in the state, to acquire new areas in order to preserve scenery, waterfalls or areas of historic interest, to provide additional lands in or near heavily populated areas for over-all outdoor recreation, and to that end the Department shall seek means to obtain the funds necessary to accomplish these objectives. Lands may be acquired by purchase, exchange and gift.

*Lease, Sale, or Exchange of Lands, Minerals and Forest Products from State Parks.* In some of the southeastern Michigan recreation areas, as well as in state parks such as Porcupine Mountains and Tahquamenon Falls, valuable resources were acquired along with the land. These resources shall not be exploited at the expense of recreation values, although efficient management may dictate the sale, exchange or lease of parts of them. The basic policy of the Department is to not dispose of land, sand, gravel or forest products *inside of the established boundaries*



of parks except and until these disposals shall have been studied and a determination made that they can be disposed of without jeopardy to the area and then by exchange if possible for recreational lands of equal value. Public values within the boundaries of established parks shall not be impaired or vacated by leases, sale or exchange.

*Hunting, Fishing and Similar Uses.* It shall be the policy of the Department to make park lands serve the widest possible recreational use, not inconsistent with the primary objectives. Hunting, fishing and trapping will be permitted wherever it will not endanger life or property or when not inconsistent with other recreation or conservation uses.

*Transfer of Parks to other Agencies of Government.* Some of the park areas now under administration are not of state park caliber or significance and should be turned over to counties, cities and villages for administration, or abandoned. As a policy, we will continue our efforts to turn them back to other agencies of government for administration whenever possible.

*Establishment of Fixed Boundaries.* In order to fix boundaries for the purpose of land acquisition, development and maintenance of state parks, the Commission shall define limits of acquisition and determine the boundary for each park and recreation area. Changes in boundaries may be made by the Commission if in the public interest.

*Fees and Charges.* The Conservation Commission may, after passage of necessary legislation, initiate and put into effect a schedule of fees and charges for the use of parks to defray at least part of the cost of operation and maintenance.

*Hotels, etc.* It shall be the policy of the Department that construction of hotels, inns, lodges, motels, tourist cabins, etc., will be left to private industry. In all cases, operation of such accommodations shall be by private concessionaires.

*Park Names.* Geographical, historical or local names will be used in the naming of state parks. The use of the names of living persons will not be permitted.

*Historical and other markers.* In general, plaques containing the names of donors of land or facilities will be appropriate to be placed in state parks. Where a group desires to place the name of someone who has worked diligently for the acquisition and dedication of some particular area and good evidence can be supplied of such service, a plaque may be placed indicating that the friends of such an individual wish to recognize such services. Such instances will be rare. Historical markers shall be placed only upon submission of authoritative evidence of the facts and the spot to be commemorated and preferably subject to approval of the State Historical Commission. The dedication of areas or objects to the honor and memory of individuals or groups who have had no significant connection with the parks in which they are proposed will not be approved. All plaques, inscriptions, and monuments

must have the approval of the Conservation Commission as to design, wording and placing and their construction and placing shall be under the general supervision of the Parks Division.

*Development Plans.* Over-all development plans (master plans) of each park shall be submitted to the Commission for approval before construction of a permanent nature is started.

EARL P. HANSON, Deputy Chief, Division of Beaches and Parks,  
Department of Natural Resources, State of California, Sacramento, Calif.

**L**ITTLE that we do in providing for the public's enjoyment of our State and National Parks is as much subject to public demand as the services we offer. In planning such services we can adhere to the broad general principle that in State and National parks we are endeavoring to provide the visiting public with an experience in outdoor living and interpretation. Were not the park properties in public ownership, it is quite possible the public would have become deprived of such opportunities for this experience. The principle expressed is a broad one and is sufficiently flexible to provide proper services in almost any type of public park.

There are a number of limiting factors, however, in meeting the demand of services to the public. Of primary consideration is the purpose for which the park area was acquired. For instance, an area of historical importance may not have any great significance to the visiting public if interpretive services in some form are not provided. Another consideration is the type of area and we would, of course, expect to provide services in accordance with the landscape values, historical structures, or natural recreational features of a park. In the larger parks all three types of features may occur to varying degrees.

In the case of State and National parks the visitor has come to look upon these areas as his natural heritage and has sought to crowd all sorts of activities into his short seasonal visit. For the most part the park visitor is not content to relax peacefully in a setting of scenic grandeur or of historical ghostliness. He feels he must keep busy, both mentally and physically, at all times. New experiences are more inviting to him in an inspirational setting and old experiences appear to be refreshing when repeated in a superb landscape. It has been our experience in the California State Park System that this great activity on the part of the public, and particularly on the part of the patron paying his first visit to the park definitely needs some guidance. Nearly all of our public services involve contact with individual visitors. There is no greater stepping stone to the visitor's enjoyment of a park area than the original contact with him when he enters the park. It places the visitor and park employee on a personal acquaintanceship basis and establishes a system of communication between the park authority and the general public.

This involves another consideration and a very important one and that is the availability of manpower and funds to provide such public contact services. While we may plan carefully for acquisition, development, and maintenance, it is much more difficult to plan for services that are dependent upon annual appropriations.

It becomes rather a costly thing to provide all of the services required to keep track of and to control the perambulating public or even to guide him along his way. We do endeavor through educational programs to keep him informed as to what he can see or how best he can enjoy a park area while subtly imploring him not to destroy or impair it for his further enjoyment or that of future park visitors. We also have to offer services that will help out if he gets into trouble. For this reason road and trail patrols are established and safety services are provided.

In addition to the overnight campground facilities provided for the more "rugged" type of visitor, there are similar accommodations, of course, ranging from the housekeeping facility to rather deluxe hotel accommodations. Experience has shown that such services are provided best by concession. At first sight this appears to be a good way to solve the problem of expense in connection with these services. If private enterprise can take them over and furnish an income to the public agency, then maintenance and operating costs may be reduced while satisfying the public. Too often the "tail comes to wag the dog," and income from concession services becomes an end in itself. The service that was intended to aid the visitor in his enjoyment of the park then deteriorates into one of exploitation. This is true not only of concession services, but any other type of service that may be offered to the public either for purposes of income to the public agency or for public convenience.

The family is an integral part of American life. It also is a tightly budgeted economic unit. This experience in outdoor recreation and interpretation that we would provide, loses its effectiveness when youngsters constantly pester their parents for between meal snacks, soft drinks, or rides on miniature entertainment facilities, typical of children's playgrounds. If families are to enjoy and learn to appreciate outstanding areas, such as Yosemite Valley, the California Redwoods, and Olympic National Park, they should be permitted to do so simply and inexpensively.

In any event regardless of the services to be offered, we should carefully evaluate their degree, caliber, and standard. Unless we can offer a service to the public that is a credit to the park organization as well as being popular, it had better not be started in the first place. Even though services are offered through a concessioner, such as the case of guide service at the Oregon Cave National Monument, proper training of the concession employees by the park staff is essential to establishing and maintaining a high standard. In any event let us not forget the



primary aim of providing to the public a great outdoor experience of which they might otherwise have become deprived if we were not the custodians of the magnificent outdoor areas and significant historical sites we so proudly administer.

## Panel on State Parks on the Pacific Coast

NEWTON B. DRURY, Chief,  
Division of Beaches and Parks, Sacramento, Calif.

IT IS gratifying that the National Conference on State Parks is still going strong. My touch with this organization dates from its beginning, although I was first present at the annual meetings held in San Francisco and Los Angeles in 1928, under the leadership of Stephen T. Mather. It was these meetings that gave such impetus to the California State Park System, which really started that year.

Much has been accomplished since that time, not only by California but by her sister States of Oregon and Washington. My colleague Earl Hanson, at the Roll Call of the States, has told you what has been going on in California during the past year. The people and the Legislature of our State have been generous with their State Parks—particularly so since the oil royalty funds, 70 percent of which by law have been earmarked for State Park purposes, have been impounded since 1947, and appropriations have been made from the General Fund. As soon as the oil royalties have been released, these General Fund appropriations will be repaid.

For the expenditure of the accumulated oil royalty funds, subject always to action of our Legislature, we made out two years ago a Five Year Program, involving over sixty million dollars, for the expansion, development and rounding out of the California State Park System. Since the beginning, California's State Park System has been based on a long-range plan. In most essentials it has been followed surprisingly well. The \$6,000,000 State Park Bond issue of 1928, matched as provided by law with other than state funds, followed closely the State Park Survey made by Frederick Law Olmsted in 1927. The appropriation in 1945 of \$15,000,000, two-thirds for beach acquisition and one-third for inland parks, also with the matching provision, is being expended according to a pattern that aims at least to bring about a well-rounded state-wide system, both geographically and as to types of areas.

The beach acquisitions are in accordance with a Master Plan of Shoreline Development, approved locally and by the State.

A great estate is being built up by California in its State Park System, and we are proud of it. Over one hundred and forty areas make it up—close to 600,000 acres valued with improvements to nearly \$50,000,000 and counting 45 million visitor days in 1953. The importance of

this estate to a billion dollar tourist industry is obvious, but the reasons for this program go deeper than that. California's landscape is a major resource. The park concept—the pride in preserving areas of great scenic beauty like the Avenue of the Giants, the Calaveras Grove, and Lake Tahoe; in perpetuating sites of historic significance like the Gold Discovery Site, Old Monterey, and Pueblo de Los Angeles; in holding for public enjoyment much of the State's heritage of outdoor recreation, notably the more than 100 miles of ocean beaches—this concept is growing stronger every year in California. During the past few years the population of the State has been growing at the rate of 5 percent per annum. The attendance at State Parks has been growing at the rate of 10 percent.

This Conference is—and in my opinion should be—primarily a professional organization. Naturally, much of the discussion deals with the mechanics of our calling as park administrators. There has been much valuable interchange of ideas as to *means*. But in the midst of this we cannot afford to overlook the *ends* to which the techniques contribute. There has been considerable talk about active outdoor recreation, and the development of park lands to afford it. There has been advanced the thought that State Parks should all be developed solely to this end. This does not accord with our experience in California. While the National Parks, rightly, are looked upon as the supreme examples of natural beauty on the grand scale (and undoubtedly could better have been protected in their integrity if this simpler and highest purpose somehow or other could have been maintained with less diversion of the energies and dilution of the standards of the Service), State Parks, some of them, need to be looked upon and administered as scenic and nature reserves, with active outdoor recreation provided for as a by-product of a primary purpose, just as in the National Parks, and for that matter in many parts of the National Forests and even on water development projects of the Bureau of Reclamation and the Army Engineers. Point Lobos, the Anza Desert, Emerald Bay, Mt. San Jacinto, the Redwoods, Coast and Sierra, are among the California State Parks the dominating purpose of which is *to preserve natural beauty* for public enjoyment.

That, after all, is at the heart of the park concept. At any level, the purpose is to afford an environment of beauty. Although too seldom mentioned, this is what distinguishes our type of resource management, makes it unlike any other. The strength and success of our efforts will be enhanced if we remember it.

C. H. ARMSTRONG, Superintendent,  
State Parks Department, Salem, Oregon

I AM speaking for the State Parks of Oregon, which are under the Oregon State Highway Commission and financed by funds at their disposal.

The present parks department is an expansion of the ideas established by the Oregon State Highway Commission, beginning in the year of 1919. Between 1919 and 1929, the road department acquired certain areas along the highways which were of special interest to road users. In these places, some provision was made for day use, but very little. There were about 46 of these areas acquired throughout the State, principally in the western part of Oregon. By 1928, the Highway Commission believed that the parks problem was sufficiently large and important that an agency should be set up to take care of them. They requested and obtained approval from the 1929 Legislature, which provided a division for that purpose; however, the Highway Commission was appointed the State Parks Commission. This dual appointment of the Highway Commission lasted until 1939 when the Legislature chose to make it a joint responsibility. It has been operated as such ever since.

The Highway Commission, as the Parks Commission, establishes the policy relative to our operation. It holds the Parks Superintendent responsible for all phases of the operation of the parks, the Commission approving the general plan of procedure, the budget and organization. The funds for the parks organization have always been obtained from the road users' money, and the Legislature has seen fit to leave the amount appropriated for the parks to the judgment of the Commission. However, it did set up certain controls for its guidance. These controls and guidances are very much the same as those established by the 1929 Legislature; that is, the park areas must be near or adjoining a highway. They must be of some particular scenic value, or of recreational use; to preserve typical growths of native trees; shrubs or flowers; or may provide ways to the rivers or beaches. They may also provide for overnight camping use. There was no provision made for the restoration of historical sites or monuments. Therefore, our work is confined to parks and park areas, which join or are near some of the public highways of the State, and will furnish some recreational value, primarily to the motoring public.

This approaches very closely to the thinking now established as wayside parks, which was without doubt the thinking of the park-minded people in the early days of the parks of Oregon, and has carried through to a considerable extent whereby we have developed a great many small areas. It is the reason that we have so many parks—156 in number. We do have a few large park areas such as Silver Falls, Cape Lookout, Ecola, and the Cove Palisades Parks. The largest of these is Silver Falls of 8,259 acres.

The first Superintendent of State Parks, beginning in 1929, was my predecessor, Mr. Samuel H. Boardman, now deceased. The instructions to him relative to his operation at the beginning, and carried throughout his term as Park Superintendent covering a period of 21 years, was to establish parks and obtain land of particular scenic and



recreational value, to obtain extraordinary stands of original growth trees along the highways and streams. He was to obtain beach areas and connection strips. I must say he did a wonderful job in this connection. His whole life was wrapped up in this one phase of operation.

Since Mr. Boardman's retirement on July 1, 1950, I have handled the operation of the state parks. The demands of the Commission and the public were for a change in thinking and operation relative to the areas we have. To acquire a few areas, but to develop and put to public use those which we now possess.

Therefore, the emphasis has been on construction, and to do so we have built up an organization of approximately 130 persons, including a staff of an assistant parks superintendent, a planner, landscape architect, engineers, office force necessary to handle the various phases of the business, five district supervisors, and the necessary men to handle the development and operation of the state parks system. We have divided the state into five districts, with a district supervisor in charge of each; a foreman in charge of each particular park or group of small parks, as the case may be, within a reasonable distance of his headquarters. These foremen report directly to the district supervisor, the supervisor reporting directly to the assistant state parks superintendent, in all phases of his work. The engineers perform the usual task of preparing plans and specifications for contract jobs, both buildings and other park improvements. The landscape architect lays out and designs certain phases relative to his particular experience both in the improvements and the operation of the parks system. The planner is in charge of all investigation work; he is charged with making the studies relative to our needs for present and future developments. He also investigates the proposed park areas and determines whether or not they fit the established specifications and whether or not a recommendation should be made to the Commission for their purchase and development. He makes a thorough study of the present areas and recommends the necessary improvements and additions to take care of the present and future use of each area. This entails a vast amount of work which includes anticipating future needs by reason of increased population and probable change in desires of the public. The planner has made graphs showing the trends of public use of our parks, not only of the entire park system, but of each individual park, and has come up with a recommendation that we should provide for double the number of the present yearly visitors, or 10,000,000 by 1964. He has made a forecast of the possible use of each individual park according to its particular trend.

For a great many years, overnight camping was not permitted within the state parks; however, at the insistence of the public and our Commission, provision was made in 1952 for the first overnight camping facilities. The use has been large, approximately 100,000 for this year. The improved camps are designed and laid out in accordance with the

best thinking and comply with all sanitary regulations and rules. Each camp will care for 22 to 90 cars with a few provisions for trailers.

Our day use has increased tremendously in the last several years; from 2,100,000 in 1948 to about 5,000,000 this year.

I cannot name all, or give too much detail, but the areas of greatest development on the coast are Ecola, Cape Lookout, Shore Acres, Humbug Mountain and Azalea State Parks, featuring seascapes, marine and other coastal animal and bird life, beaches and off-shore rocks.

In the Willamette Valley our most important development is at Silver Falls, located 28 miles east of Salem. Here in the CCC days, a Recreation Demonstration Project was constructed wherein provision was made for approximately 400 youth. Trails of several miles were constructed through the gorgeous canyon to view 8 of the 14 waterfalls for which the park is named.

In Central Oregon we have the Cove Palisades Park, featuring the deep canyons of the Crooked and Deschutes Rivers, as well as a high cinder butte from which views may be had for miles in every direction.

In far Eastern Oregon we have Wallowa Lake Park nestled in the Wallowa Mountains at the south end of a large and beautiful lake of the same name, formed by the receding of a glacier many years ago. Thousands visit this place annually, many of whom make trips by foot or horseback to those high Alpine-like mountains to the south.

Oregon has many places of interest which I do not have time to mention. The State is proud of its park system and the service it is providing not only for the present, but future generations.

C. V. BUCKLIN, Assistant Director,  
Washington State Parks, and Recreation Commission

SINCE the delegates to the Conference had a chance to see some of Washington's state parks on a cross-state tour, I should like to use the time allotted to me today to discuss briefly our marine parks or boat moorages and our park shop operations.

Recognizing the need for public landing and anchorage facilities adjacent to the excellent cruising waters of Puget Sound, the state legislature enacted a law in 1949 giving the State Parks and Recreation Commission authority to establish small boat moorages. Funds for this purpose were made available in 1951 and work started immediately on selection and development of sites. The Commission now has eight sites developed with docks, floats, and anchor buoys, and has provided picnic facilities and water supply where obtainable. Three of the marine parks are in the San Juan Islands, Reid Harbor and Prevost Harbor on Stuart Island and Fossil Bay on Sucia Island. Of the remaining six, three are operated in connection with previously existing state parks. All have been extensively used by the 45,000 cruiser owners on Puget Sound waters.

With the rapidly increasing usage of outboard cruisers, new installations are being added to provide overnight camping with necessary sanitary facilities. The Commission is now surveying and acquiring sites for future development as funds for acquisition become available, but it is difficult to determine the extent of future usage of the marine parks, as estimates of potential outboard cruiser owners range as high as 150,000 in the next two or three years in the Puget Sound area.

We know, of course, that the idea of a centralized shop for construction of standard items of park equipment is not new, but the success of our shop operation leads us to feel that we could impart some useful ideas to the Conference.

Our construction shop is operated with a crew of nine men including a foreman, sign painter, three carpenters, three laborers, and a truck driver. The shop produces picnic tables, camp stoves, guard blocks, signs (both rustic and painted), life guard stands, swim float sections and many other miscellaneous items as needed. Unit costs of stoves and tables have been kept low by assembly line methods of construction. Many items as manufactured by our shops are extremely difficult and costly to obtain through other sources. Since 1950 the shops have produced over 3900 tables, 1500 camp stoves and 4500 guard blocks, as well as many other items. Plans are now being formulated for the manufacture in the shop of pre-cut park buildings, of cooking shelter and utility type, with a substantial savings in construction costs anticipated.

WILLIAM B. POND, Supervisor, Recreation Division,  
Washington State Parks and Recreation Commission

THE 1947 session of the Washington State Legislature was presented with two bills, one to reorganize the old State Parks Committee and the other to establish a State Recreation Commission. After serious consideration, the legislature reached the conclusion that there was a close relationship and therefore no advantage to be gained by duplicating the administrative overhead costs. Thus our present State Park and Recreation Commission came into being.

According to the above legislative action, the Commission was given all the powers for acquiring, operating, and maintaining state parks as had formerly belonged to the State Parks Committee. In addition this act charged the Commission with the responsibility (a) to make studies and appraisals of the recreational needs in the state (b) to disseminate information relative to these needs (c) to cooperate with local, state, and federal agencies in the promotion of recreational opportunities for the citizens of Washington State. The act specifically prohibits the Commission from operating any local program.

In order to carry out the provisions of the Act, the Commission has established a Recreation Division to "help communities help them-



selves." These communities include 243 incorporated towns and cities ( $\frac{1}{2}$  with less than 1000 population) 39 counties and 37 unincorporated communities with a heavy density of population. Most of these communities have little technical assistance available but all have an awareness of and a need for adequate provisions for leisure-time activities and facilities for their people.

The tax structure in our state hinders local development by public funds, and yet more than \$4,500,000 of public funds were spent by these groups for parks and recreation in 1953. At least another \$500,000 was spent by donated funds for land and improvements in 1953.

It is the Recreation Division's job to "help these communities help themselves." To do this, we are prepared to offer the following types of services upon request: (1) Field visits, (2) Consultive service in facility planning administration, legal aspects, organization, programming and finance, (3) Research projects, (4) Publication and distribution of research and information materials, (5) Community inventories and appraisals, (6) Lending library service, (7) Question and answer service, (8) Cooperation with local, county, state and Federal agencies, (9) Assistance in conference and institute planning and in-service training, (10) Assistance to professional recreation, park and camping organizations, (11) Personnel clearing house service.

The Recreation Division works constantly with various organizations and groups to promote and stimulate recreation in its broadest sense; as examples, The Governors Council on Problems of our Aging Population, Washington Camping Advisory Committee, Washington State Recreation Council, National Recreation Association, Parent-Teachers Associations, State Grange, Council for Children and Youth, Bureau of Governmental Research, etc.

Two outstanding examples of the type of cooperation we have received are (1) Compilation of Statues Relating to Parks and Recreation in Washington State with annotations, compiled for us by the Bureau of Governmental Research of the University of Washington and (2) a much needed Survey of Camping Needs in the Columbia Basin by Washington State College under contract from the National Park Service.

In closing, may I say that to me, our combined Park and Recreation Commission is by far the most economical and satisfactory method for meeting local needs in Washington State. Although we have a staff of only three, we have the distinct advantage of having access to all of the technical staff of the Parks Division including planning, engineering, landscaping, historical, etc. besides having all of our bookkeeping and accounting handled by the central office staff.

## A UNIQUE STATE PROGRAM

## Plant Ohio Today—for Tomorrow

RAY M. WHITE, Secretary to the Governor of Ohio

\*A paper presented at the Golden Anniversary Citizens Planning Conference, APCA, Columbus, Ohio, May 16, 1954.

**M**OST people are born conservationists—but too few apply the practice toward our natural resources, and most people have a natural instinct to want to restore that which has been destroyed—but too few are willing to lay aside desire for immediate personal gain and acknowledge that the very foundation upon which this Nation was built and prospered is the same foundation upon which our future economy must stand—or fall.

A building, no matter how beautiful or how tall and spacious, is only as sound as its foundation—and the principal elements in the foundation of our economy, past, present and future, are our natural resources.

When I find my mind drifting into a narrow channel which obscures vision of the problem as a whole, a view which must be taken if remedial progress is to be made, I awaken to realities by again heeding the sound advice of Hugh Bennett who so truthfully said, "Each renewable resource, whether forest or animal life, whether productive soils or the water which sustains them, is each dependent upon one or more of the others—all are dependent upon each other."

What I have just said though on the philosophical side, is nevertheless true. My foregoing remarks border on the verge of a criticism I have repeatedly uttered and that is, that there has been too much conversation about conservation and not enough action.

Two years ago, in 1952, the knowledge that Ohio's timberlands were being depleted more rapidly than they were being restored, and based on a theory that most people really want to help do something about it—an idea was born. The idea, conceived by Ohio's Governor Lausche, was like a seed planted in rich soil—the soil being the receptive minds of the citizenry and their desire to cooperate to help rebuild that which was being destroyed.

Thus, the "Plant Ohio Today—for Tomorrow" program was born and it is still growing and will continue to grow.

For many years, Ohio, along with most other States, held a rather passive attitude toward reforestation, and home and community beautification by planting of shade and ornamental trees; and about all Arbor Day meant was a break in school routine when classes were dismissed for a brief period for a recitation, reading of a poem and perhaps the planting of a small tree soon to be forgotten and left to wither and die.

City schools believed school forests were only for the rural children living in the wide open spaces, and many rural schools could not see the trees for the woods.

But, in 1952, Ohio got out of the doldrums and that year reforestation and community beautification planting rose from about 5 million to 17 million and, in 1953, Ohio Sesquicentennial year, the total planting was more than 25 million units and 26 new school forests were established. The 1953 program set a national record for which Ohio received national recognition.

Here is the Plan of Action. To form a citizen's Plant Ohio Committee, the Governor called into conference presidents, secretaries or representatives of all state-wide business, professional, civic, religious, and youth organizations. Problems and objectives were informally discussed and a general pattern agreed upon to be worked out and launched by a small executive committee of the over-all organization.

Meanwhile, to bring the whole program down to a county or grass roots level, the Governor appointed to serve as local chairman and activity coordinator, the county agricultural extension agent in each of the 88 counties. Following, the representatives of all the state organizations which were represented at the Governor's conference went into action by alerting all county or local chapters or units requesting their membership to participate in the Plant Ohio Program within their own community.

Next step, and again on a local level, the county chairman set up his county or city task force enlisting the cooperation of the entire citizenry. To give the program a significant and official boost, the Governor issued a well timed proclamation calling upon the citizenry of Ohio to actively support the program.

Meanwhile, the executive committee, cooperating with the Division of Forestry, Ohio Nurserymen's Association, Ohio Chamber of Commerce, Ohio Forestry Association and others, prepared and issued a comprehensive planting manual for state-wide distribution through schools and local Plant Ohio Committees.

This manual contained the Governor's proclamation, tips on how, when, where and what to plant, and a list of commercial nurseries. Also, were instructions concerning purchase of seedling trees from the Division of Forestry. Also included in this booklet were suggestions to assist local organizations in forming their own task forces, outline of procedures to establish school and community forest and other helpful hints.

All this took place early in the spring prior to the regular planting season so by the first of April every county in Ohio was well organized and ready to go. Meanwhile, through the Governor's office and through the executive committee, frequent press releases were made to all newspapers. Some of these were of a general nature pointing to the necessity



of reforesting Ohio, while others urged community and home beautification by planting trees. Special releases were issued high-lighting outstanding programs planned by various communities. I give much credit to the over-all success of the Plant Ohio program to the excellent cooperation by the press, both in their news and editorial columns.

One has but to review the detailed report of the 1953 program to learn of the magnitude and success realized during Ohio's sesquicentennial year. Of course, the very fact that 1953 was the 150th anniversary of Ohio statehood, gave great impetus to the program. This was most pronounced among the schools of the State, for during the year of 1953, one-third of the total number of school forests planted in Ohio since 1930 were established. High-lighting both the 1952-53 programs were numerous forest field days in which groups of counties participated. At some of these, attendance exceeded several thousand. Farmers saw demonstrations of proper timber management, operation of tree planters, and examples of utilization of second grade timber for their own farms. This type of program, no doubt, will become more popular as Ohio's Tree Planting Program continues to grow.

The climax of the 1953 program came in November of that year, when all of the 88 county chairmen were guests at a luncheon held at Ohio State University and sponsored by cooperative organizations. At the conclusion of this luncheon, which was addressed by Governor Lausche, each of the county agents received beautiful personally signed Certificates of Merit from the Governor.

While Ohio set the new record in 1952 by planting more than 17 million trees, and shattered that record a year later when more than 25 million were planted, there still remains much to be done especially in view of the fact that disastrous forest fires in Ohio in the fall of 1952 and the spring of 1953 destroyed more trees than were planted in 1953.

The Plant Ohio Program is not just a temporary "shot in the arm," it is a program which must continue and must be accelerated.

## IN THE CITIES AND TOWNS

### New Standards for City Development

CHARLES A. BLESSING, Director of City Planning, Detroit, Michigan

I AM glad to be here to report to you in some measure on Mayor Cobo's plans for the future of Detroit and to discuss with you standards for new city development, as illustrated by the Detroit program.

I believe Detroit is uniquely favored for a vast program of successful city rebuilding for the following reasons:

1. Detroit has unlimited resources of engineering genius and scientific know-how. General Motors, Ford and Chrysler organizations typify this reservoir of industrial talent. These resources are actively interesting themselves in the future of their city. K. T. Keller, Chairman of the Board of Chrysler Corporation, has been advising actively in our city improvement program. Henry Ford recently dedicated the cornerstone of the magnificent Henry and Edsel Ford Auditorium in our new civic city center. As you all know, Harlow Curtice, head of General Motors Corporation, recently sponsored the National Better Highways Competition, which attracted more than 100,000 entries.

2. Detroit industry and commerce is cooperating actively with the Detroit government, as evidenced by the contribution of industry of 8½ million dollars as a gift toward construction of Detroit's new 25 million dollar convention center and auditorium.

3. Detroit is planning for 1980 today, with all of the know-how of the automobile industry and full support for a broad city planning program. During the past year our planning staff has been enlarged from 35 members to more than 55 members. Detroit's General Motors has in recent months shown the country the automobiles of the future—ten streamlined models for 1980. For these we may have to wait a few years more. Even today companies are competing in releasing 1955 styling a year ahead of time. This competition is a frank recognition of the emergence of a buyer's market in the automobile industry.

4. We in Detroit well appreciate the fact that American cities are also entering a new competitive era in which industry and employment must be won and paid for by deeds and not promises. American cities everywhere are tooling up for this new and challenging competition. There is a significant parallel between the automobile industry and the competition which American cities face today. The big three and the other automobile companies are continually tooling and retooling and restyling to produce each year new, vastly improved models to serve the ultimate judge—the buyer. It may be unfortunate that there the parallel seems to end between the automobile industry and city planning in America. The dilemma of city planning is that we planners know how to do better than we are as yet tooled up to do. Only yesterday,

Detroit's expressway coordinator stated that Detroit needs 800 million dollars worth of new expressways. Just as the automobile industry believes in competition, so Detroit is accepting the challenge of competition from other American cities and from our own suburbs. The largest suburban shopping center in the world recently dedicated by the J. L. Hudson Company at Northland Center eight miles from downtown Detroit has challenged our central business district by providing 7000 free parking spaces to serve a group of 40 beautifully designed stores in a vast coordinated shopping center. Detroit believes this form of competition through superior planning and design is good for Detroit because now we must improve to meet this challenge. We must plan now for our Detroit 1980 model.

#### THE BASIC CHALLENGE TO CITY PLANNING—CRITERIA

Why should not Detroit, the home of the automobile, the arsenal of democracy, plan now and design a city with all of the research findings, the scientific precision and styling which have gone into the production of Detroit's latest streamlined automobiles? The answer is that Detroit is tooling up now to do the vast job—Detroit is taking practical steps to become the most efficient, most economical, most healthful, and most beautiful city in the history of the world, drawing upon all of the resources of our local government, combined with the finest scientific, technical and engineering genius in the world and the civic leaders as partners for the job ahead.

#### NEW STANDARDS FOR CITY DEVELOPMENT

Following a history of city planning beginning in 1919, Detroit enlarged its planning program 14 years ago and has invested since 1940 nearly 4 million dollars in municipal planning for the future. Detroit's official Comprehensive City Plan for 1980 contains the specifications and standards for the huge job to be done and provides the acknowledged guide for our long range capital improvement program, which already schedules approximately one billion dollars in planned public improvement projects.

The Detroit comprehensive plan is broad while at the same time providing a specific framework in many phases of city improvement. It provides for 155 safe, efficient and attractive residential neighborhoods, each with a full component of neighborhood services, including schools, parks and playgrounds, in a joint program of the Board of Education and the Department of Parks and Recreation. These neighborhoods fit logically within a framework of expressways and major thoroughfares, which bound but do not cross the neighborhoods with fast moving traffic arteries.

The comprehensive plan provides for a system of six major expressway routes connecting all parts of the metropolitan area with the central



business district, and with the industrial corridors. The expressway plan is currently being reviewed in the light of a three-quarter million-dollar origin-destination survey. The comprehensive plan provides for 16 planned and coordinated residential communities each comprising approximately ten residential neighborhoods—each community with its high school and community center and park. The comprehensive plan provides also for a series of modern industrial district corridors connected by expressways with all sections of the city. Plans are being rushed for the development of a model industrial waterfront to serve the vastly increased needs resulting from the recent passage of the Great Lakes—St. Lawrence Seaway. A keystone in the comprehensive planning is Detroit's new riverfront civic center which will be both a governmental administrative center for the region, and a major convention and exhibition center for Detroit, the automobile industry and the nation.

*To sum up*—we are planning a modern city—1980 style, with all the beauty of Paris, the efficiency of the General Motors Research Center, and the Ford Rouge assembly line, and the amenity and convenience of Radburn and Greenbelt. While taking care of our current planning matters from day to day, we in Detroit are tooling up to do the job that lies ahead. In our planning for the Detroit of 1980 we are thinking of the lessons of Paris and Washington, Athens and Rome, Radburn and the Greenbelt towns. We are thinking also of the lessons to be learned from the new towns of postwar England—the housing projects of Sweden and Switzerland, and of the model industrial districts, such as the Clearing Industrial District of Chicago.

#### PROGRESS TOWARDS REALIZATION

Our plans are in operation today. Every Friday morning the City Plan Commission transmits as many as 15 or more city projects or problems with recommendations thereon to our 9-member Common Council. In all this, what gives me greatest pleasure is to be able to report to you that Mayor Cobo backs us up and participates in all our planning and our dreaming. He visualizes with us the most beautiful and efficient central business district in any city, a redeveloped waterfront for civic, recreational, residential and harbor uses. He looks forward with us to creating 155 attractive, stable, well-planned residential neighborhoods, and in a week or two, Mayor Cobo will announce the appointment of a committee for Detroit in 1980.

#### DETROIT'S IMMEDIATE PLANS

The following plans are rapidly taking shape as reality:

1. Comprehensive plan for Detroit's 85-million-dollar riverfront civic center, including the new 30-million-dollar city-county building, and the Veterans' Memorial Building already completed, and the Henry and Edsel Ford Auditorium.

2. The 25 million dollar convention and exhibition building which will have on one floor level a space 400 feet x 700 feet, providing a single covered area large enough to contain three complete football fields. This dynamic civic building is placed on stilts over our newest expressway with a 1200 car parking space on the roof with direct access from the expressway and with the future possibility of helicopter landing on the roof. This new civic facility will cost 25 million dollars and will be bought and paid for on completion three years from now. The funds derived from an 8½ million dollar direct donation from industry in a three-year program of paying-as-you-go financing from Detroit's current operating budget. Every effort is being made to provide the finest and largest convention and auditorium center in the country.

3. We are rapidly nearing completion of 21 miles of the Lodge and Ford Expressways constructed at a cost of 200 million dollars and we are currently engaged in a three-quarter-million-dollar metropolitan area origin-destination survey to determine what other routes shall be started next.

4. The plan includes a program of redevelopment within our older boulevard area embracing 18 neighborhoods—the central business district, and important segments of our industrial pattern.

5. As part of Detroit's urban renewal program the comprehensive plan includes specific plans for the conservation of 46 older threatened but still substantial neighborhoods, designated as a result of a thorough and objective evaluation of housing and population data for each of the 13,000 residential blocks in the city.

6. We have completed a 10 million dollar expansion of our recreational system, while the comprehensive plan includes recommendations for 40 million dollars worth of additional local recreation facilities.

7. Also a part of Detroit's development program are the 100-million-dollar expansion program for water and sewer facilities.

With plans being actively pushed for the Detroit of 1980, we recognize as a basic problem the inventorying of all of Detroit's unsolved needs. We must understand what are our shortcomings to date. The following illustrate some aspects of this problem:

1. Of Detroit's 155 residential neighborhoods designated by the comprehensive city plan, the housing analysis recently completed indicates that 18 of these neighborhoods containing in all 23,000 substandard dwelling units in need of clearance and replacement in a city characterized by a high percentage of single family homes. The percentage of substandard dwelling units in Detroit is the lowest of any large city in the country. Forty-six of the 155 neighborhoods in Detroit have been carefully analyzed and a block survey has been made in the field, to identify more closely the problems that exist and to determine a program of action under the federal urban renewal program. This leaves 91 residential neighborhoods which are indicated as stable or new growth.

2. Central Detroit has problems typical of many cities but it also has unique opportunities as indicated by the following statistics: the central business district contains 800 acres of which 200 acres are currently vacant, unbuilt-upon land. 320 acres in streets and alleys, and 280 acres of land occupied by buildings, thus receive an amazing percentage of 64 percent of total space not occupied by structures in Detroit's central area. I believe this condition to be almost unique among the larger cities of America. The severity of Detroit's central area problem is indicated by the decrease in central area assessments from 380 million dollars in 1930, to 220 million dollars in 1954. This has represented a decline of 42 percent in assessed valuation during the past 24 years. As further illustrations, in a 150-acre section of central Detroit adjacent to the proposed 25 million-dollar convention building, there is a total assessment of only 20 million dollars for land and improvements with a few first class buildings excluded from the figures. A further example is provided by Detroit's "skid row"—a  $\frac{3}{4}$  mile strip of Michigan Avenue, extending from Washington Boulevard in the heart of the city to the new Lodge Expressway. This strip of strategically located business frontage paid in taxes last year only \$31,000. The extremely rapid decrease in property evaluations from State and Woodward, where the figure is more than \$2,500 a foot, to the Lodge Expressway, less than a mile to the west where the valuation is \$3 per foot, suggests some of the opportunities for broadening the tax base at the center of the city. Another serious problem in central Detroit is represented by the estimated shortage of 9,000 parking spaces based on the present total of 29,000 parking spaces.

#### NEW STANDARDS IN THE COMPREHENSIVE PLAN

As American cities approach maturity with population in the central cities tending to stabilize and as an increasing percentage of the total city area faces the threatened impact of spreading deterioration, it becomes increasingly important that city planning procedures be precise, logical and methodical, rather than arbitrary. Proposed plans must be clearly documented with detailed reasons for each recommendation made as a part of the comprehensive city planning. It seems obvious that a billion-dollar-improvement program should rest on objective and accurate city planning analysis.

Detroit accepts these objectives as general criteria upon which specific standards are based: (1) Provision of a framework for the efficient operations of industry and business; (2) Provision of an attractive, healthful and comfortable home environment for the residents; (3) Provision of fast, safe, and efficient transportation, including terminal facilities such as parking facilities and motor freight terminals; (4) A provision of adequate public services, commensurate with the needs of the population to be served.



## STANDARDS OF RESEARCH AND DEFINITION

Before applying standards, it is necessary that basic data on the city be assembled and that statistics be provided to compare with development standards which might serve as a measuring stick. Before we can compare existing conditions with criteria or standards, we must have quantitative facts about the existing conditions. For example, we must define the types of residential areas in the city based on analysis of block and neighborhood environmental data. Detroit follows the categories of new growth areas, conservation areas, subdivided into minor improvement, major improvement, and first aid and blighted areas subject to project scale redevelopments. In all residential neighborhoods it will be necessary to compare and correlate population, land area, and services required in relation to population and land area, but the quantity and design of physical facilities throughout the city must be objectively derived.

Surveys are now being revised showing total property areas in each land use in the city for 1954—tax assessments by type of use and by district, optimum population density, showing the number of families per acre, in characteristic structure type areas.

Industrial land use standards will include employment density per acre, parking space per worker, and the general pattern and extent of transportation services including streets and railway access.

Commercial land use standards will include acreage per dollar volume done in various categories for the central area, for community shopping centers, and for neighborhood convenience centers, and for the larger outlying regional shopping centers. Parking space as required for each type of center will be determined, as well as the general layout and design of land areas.

## RESIDENT SUBDIVISION DESIGN STANDARDS

Standards have been developed for the amount of recreation space in each of the 155 residential neighborhoods. Design standards have been developed for the physical layout of neighborhood units, including the relation of arterial highways and local access routes to the neighborhood pattern. Safety, convenience and amenity, are the general criteria for neighborhood development.

## QUANTITATIVE STANDARDS FOR CITY DEVELOPMENT

1. American Public Health Association "Standards for Healthful Housing" embrace both structural conditions within the dwelling and environmental conditions within the neighborhood.

2. Performance standards for industrial zoning will include lot size spacing of local service streets, transportation terminal facilities, and measurements of industrial nuisances on a city-wide basis.

3. Traffic planning standards. The three quarter million dollar origin-destination survey will bring the latest traffic analysis techniques to a

study for providing objective standards of cross section design, alignment location, and general relationship of expressways and arterial highways to the land use plan. Standards for off-street parking in relation to revised zoning requirements are also included in current studies.

4. Standards of Public Services. Locally acceptable acreage standards for recreation areas are included in the comprehensive plan. General standards for school planning, library planning, and the provision of public buildings such as police and fire stations, are included. The Public Works program includes also standards of service for water, sewer, refuse and garbage collection, and general street maintenance and city housekeeping. The primary objective of city planning as it is practiced in Detroit is to develop a practical program for improving the living and working environment of the city, and all facilities of a recreational, educational and cultural nature. It is clear that all relationships in city development stem from the distribution of people on the land in the city—population density, dwelling types, characteristics of residential neighborhoods, and also proper consideration for the relation of location of employment and density of employment to the location of the worker. Thus a clear basis for the study of the adequacy of urban environment is to be found in the relationship between population, land area, and required public services. This relationship must be clearly spelled out in the comprehensive plan of the city, and it is the essence of the city planning problem. Detroit has a plan for the future land use of the city—residential, commercial and industrial, for the transportation facilities of the city, and for public services of all kinds. Such a plan is necessary to correct many mistakes made during the past forty years during which period Detroit grew from a small city of 200,000 to a great industrial metropolis with  $3\frac{1}{2}$  million people in the region.

Detroit is today studying carefully examples of outstanding civic design throughout the world. This study rests on the assumption that not only efficiency and comfort but beauty and amenity are essential ingredients in the environment which will encourage the helpful and satisfying urban life of children and adults alike. Detroit believes that cities must recapture the qualities of the early New England village, which provide the frame-work for happy living. The challenge is—Can the American city in its entirety recover for its citizens the amenities of the small New England village, while at the same time providing all of the cultural, industrial, and economic opportunities which to date seem to be dependent upon the metropolis?

Col. SHELTON P. HUBBARD, Director, Department of Housing Improvement and Slum Prevention, City of New Orleans, Louisiana

**F**OUR large segments of New Orleans' sprawling slum areas are now feeling the blows of a blight-fighting program which already has

made a sizeable dent in the city's estimated 45,000 sub-standard dwellings.

As of June 1, just six months after large-scale inspections began, the program had succeeded, directly, in bringing over 1,000 dwellings under rehabilitation. It is expected that, by year's end, 5,000 dwelling units will be either completely rehabilitated or at least in the process of becoming so.

The most remarkable part of the accomplishment, is that the City hasn't found it necessary to bring a single person to court or to make a single arrest in order to force compliance with the minimum housing standards law. The cooperation of property owners has been phenomenal.

Spokesmen for the program, which began last fall, predicted that the estimated 45,000 sub-standard dwellings within the corporate limits could be restored to at least the minimum standards for good housing within nine years.

In operation, New Orleans' housing improvement and slum prevention effort is geared for the job of systematically inspecting, on an area basis, every part of every structure used for housing. Defects or deficiencies in plumbing, electrical systems, structural soundness, sanitation and fire prevention—in short, anything which may be opposed to the public health, welfare and safety—are brought to the attention of the owners.

Inspections are thorough in every instance throughout each area, in order to help guarantee that the whole area will ultimately be upgraded. Property owners are given every assistance possible in obtaining financing, legal counsel, technical advice or help in relocating displaced tenants. Lending agencies are more willing to cooperate since they feel assured that each home improvement loan they make is for a structure which will henceforth be located in a "good" neighborhood instead of in a slum.

Property owners and tenants are carefully educated on their rights and obligations when rehabilitation is about to begin in their neighborhood. All of the facts that are necessary are given to the owners and tenants. The educational approach is aimed at solving general and individual problems as quickly as they develop.

This approach is made first through meetings at which approximately 100 to 200 property owners or tenants listen to speeches, receive literature and see projected photos of what the program has accomplished elsewhere in the city and what is intended in their own neighborhood. Anyone present may ask questions, and every question gets a sensible, straightforward answer.

The second approach is through individual hearings held with each property owner, at which time his individual problems get the personal attention of experts in the various fields related to housing problems.



Through such a system of education, it is believed, many potential law suits have been averted.

How is it possible to organize such a program, whose success has been due mostly to education and service instead of legal enforcement?

The answer is simple. Let the citizens themselves organize and staff it. The present administration of the City Government leans heavily on numerous boards and committees of citizens who serve, without compensation, in an advisory capacity.

The whole New Orleans rehabilitation program, organized during 1953, was conceived and organized by the citizenry. On the basis of a request for official action against slums, made by the Chamber of Commerce, Mayor deLesseps S. Morrison appointed a citizens study committee to start the ball rolling. This group studied conditions here, had a survey made and visited other cities to see how others were fighting slums.

The committee found that conditions were deplorable. Some 45,000 dwellings were either dilapidated or lacking in inside plumbing, or both, out of 173,608 in the city. Three out of every ten persons, the committee estimated, live in substandard houses.

They recommended that the City adopt a Minimum Standards Ordinance, setting forth all of the requirements in housing necessary for good living, yet none of the items deemed luxurious by any stretch of the imagination. For example, that ordinance requires inside plumbing and an inside bathroom with a flush-type toilet and either a tub or shower, but no hot water.

The City Council adopted the ordinance almost without debate.

The citizens study committee recommended a permanent, new department of government be set up to carry out enforcement and educational work in the program.

The necessary laws were passed, the department founded and staffed.

The citizens study committee recommended that a permanent citizens advisory committee of 28 members be appointed, along with a committee of city officials, to assist in formulating policy and in coordinating the work of the new Department of Housing Improvement and Slum Prevention.

The Mayor appointed, and the City Council approved, these committees. Most of the members of the study committee found themselves named to the new permanent group they had recommended.

Today, the members of that 28-man committee serve on numerous sub-committees which spend long hours, without pay, in the never-ending job of helping owners and occupants to solve housing problems.

By official count, on June 1, the Department's 17 inspectors had inspected over 2,000 dwelling units at least once. On a total of 1,116 units, work had either begun or had been completed, and 59 units had been demolished or were to be demolished.

Not recorded are the untold hundreds of cases of home owners who are voluntarily repairing their property outside the established rehabilitation areas. It is estimated that this number is approximately five times greater than the number under organized rehabilitation.

The whole city-wide effort adds up to a program which will ultimately improve living standards for New Orleans' 187,500 slum dwellers.

## Role of the Citizen in Urban Renewal

JAMES T. YIELDING, Executive Assistant to the Mayor,  
In Charge of Urban Redevelopment, Cleveland, Ohio

**T**HE City of Cleveland is very fortunate in having organized twenty Area Councils whose geographic jurisdiction covers most all of the city of Cleveland. The Area Councils primary concern is the maintaining of good standards of living conditions within their area. They are active in all phases of neighborhood rehabilitation and growth.

Most all of the Area Councils have sub-committees representing neighborhood groups. Many have started block developments and garden clubs for the raising of standards of various sections of their area. The Area Councils are called upon by the Greater Cleveland Clean-up, Paint-up, Fix-up, and Light-up Committee for their cooperation. The Committee sets aside one week out of every year for this activity. It is this type of citizen participation through area organization that can play a tremendous part in the future of any given urban renewal project.

Since the real meaning of urban renewal includes development of vacant land, redevelopment of slum and blighted neighborhoods and rehabilitation of those residential structures that are somewhat below acceptable standards, it takes promotion by groups such as I have described above in addition to the laws that have to be enforced to renew an area.

To gain the cooperation of every business club that is affected business-wise or investment-wise can be accomplished through our normal means of communication with the public: speeches, newspapers, radio and television. In addition to these, Cleveland has a community workshop sponsored by the Western Reserve University and the Cleveland Electric Illuminating Company.

Even when we maintain the best public relations, it can be expected that some individual or club will offer resistance. In Cleveland's first urban redevelopment project an attempt was made to organize a community civic club where a landlord with approximately 150 tenants assessed each tenant an additional \$5 per month to cover the cost of his legal fees to fight this project. A brief interview with Cleveland's Prosecuting Attorney changed his mind and the following day the landlord was seen returning the \$5 that each tenant had given him.

Citizen participation at the local neighborhood level is important. However, the participation necessary from the business and financial leaders of the community can offer the catalyst necessary to make a sound urban renewal project a reality. In Cleveland there has been formed the Cleveland Development Foundation, subscribed to by the major business and industrial organizations of Greater Cleveland. They now have assets in excess of two million dollars and have set up their basic philosophy to promote, assist, and finance, if necessary, any worth-while endeavor for the civic betterment of Greater Cleveland.

At this point, the Cleveland Development Foundation is sponsoring the Garden Valley Urban Renewal Project for the construction of approximately 1200 new dwelling units as a direct aid in providing reserve housing to relocate families from our first urban redevelopment project, Area 1-B. This endeavor of the Cleveland Development Foundation in cooperation with the City of Cleveland Urban Redevelopment Agency, the Cleveland School Board, Cleveland Transit System, Cleveland Metropolitan Housing Authority will strain the imagination of most civic-minded individuals to appreciate the complexity of accomplishments to renew this three-hundred acre project.

The local newspapers, radio and television have been extremely cooperative by carrying current stories and news of our progress. The 1954 Housing Act recently passed by Congress will offer another great aid through Federal Housing Administration as to the financing of new construction. It is our theory that every large urban area should analyze the cost of run-down and slum property and take advantage of Federal assistance to clear, re-new, and up-grade those areas that are declared eligible as a sound business venture.

It is estimated that any funds made available locally can be classed as a wise investment with 100 percent return in approximately fifteen years.

May I therefore appeal to all representatives of the American Planning and Civic Association to analyze their own local problems that effect the up-grading of their cities through urban renewal and promote to the greatest extent necessary participation by your citizens and sponsored by your organization.

CARL FEISS, Chief, Planning and Engineering Branch Division of Slum Clearance and Urban Redevelopment, Housing and Home Finance Agency. (Now Consultant on Planning, Architecture and Technical Education, Washington, D. C.)

SOME of you here today may not be familiar with the term *urban renewal*. Many terms are being batted around that have confused all of us. Whatever the words, we can all agree to the over-all objective of clearing slums, of the planned redevelopment of the cleared areas, and of the rehabilitation of structures worthy of rehabilitation in areas which may lend themselves to satisfactory rehabilitation. Also we agree



to the conservation of areas which can be and are worth preserving and to the protection of those values in our communities which all of us know must be maintained if our communities are to survive.

On January 25th this year, President Eisenhower in his message to Congress transmitting his housing program stated:

I submit herewith measures designed to promote the efforts of our people to acquire good homes, and to assist our communities to develop wholesome neighborhoods in which American families may live and prosper. . . .

In order to clear our slums and blighted areas and to improve our communities, we must eliminate the causes of slums and blight. This is essentially a problem for our cities. However, federal assistance is justified for communities which face up to the problem of neighborhood decay and undertake long-range programs directed to its prevention. . . .

Our housing deficiencies continue to be serious. Millions of our people still live in slums. Millions more live in run-down declining neighborhoods. The National interest demands the elimination of slum conditions and the rehabilitation of declining neighborhoods. Many of our local communities have made good progress in this work and are eager to make further substantial improvements but are hard put to find the needed resources.

The President's Housing Message was based on the extensive work of the President's Advisory Committee on Government Housing Policies and Programs which reported to Mr. Eisenhower, December 1953, recommending a number of new policies and ideas which are bound to be significant to every municipality in the United States.

The President's Advisory Committee report is now recognized as a signal document in the history of the philosophy and theory behind federal assistance programs to localities on problems of this sort. It was the concept of the President's Advisory Committee that the attack on the Nation's slums should be on a bold basis; in which all problems were studied locally within a "workable program" developed by the localities themselves.

The Slum Clearance and Urban Redevelopment program as developed under the Housing Act of 1949, is essentially a local program. It has been limited by the Housing Act of 1949 to the specific slums and blighted areas and restricted in breadth on a *project* planning basis.

It was the concept of the President's Advisory Committee to enlarge this approach to renewal *areas*, to provide for cooperative action between public agencies, local business groups and citizen interest groups, not only to eradicate slums and blight but to prevent their recurrence.

The President's Advisory Committee stated:

What we hope we are doing is to help the cities help themselves. By clearing slums, removing blight, and checking the deterioration cycle, cities should be able to increase municipal revenues at the same time they are reducing the demand for services. In short, we are trying to establish the urban renewal process on an orderly basis so that over the long pull we will establish healthy cities with reduced requirements for the Federal aid which we now find mandatory. . .

A piecemeal attack on slums simply will not work—occasional thrusts at

slum pockets in one section of a city will only push slums to other sections unless an effective program exists for attacking the entire problem of urban decay. Programs for slum prevention, for rehabilitation of existing houses and neighborhoods, and for the demolition of wornout structures and areas must advance along a broad unified front to accomplish the renewal of our towns and cities. This approach must be vigorously carried out in the localities themselves, and will require local solutions which vary widely from city to city.

The Committee is impressed with the tremendous interest evident throughout the country in rehabilitation and neighborhood conservation, as well as the important corrective effort recently launched in some of our cities.

Further support to this point of view is to be found in a speech before the Chamber of Commerce at St. Louis on February 24, 1954 by Albert M. Cole, Administrator of the Housing and Home Finance Agency. Mr. Cole said:

*We have been losing the battle of the slums.* Furthermore, what we term the battle against slums is, in fact, more than that. It is a battle to save our cities, a fight to rescue the great, vital urban nerve centers of our Nation from spreading paralysis and piecemeal dissolution.

The most distressing aspect of this dilemma, he said "is that it represents, perhaps more than any one thing, a failure of responsibility by city officials, civic and business leaders, and citizens themselves to properly and energetically assume responsibility for the conservation of their civic assets. We didn't have to have these slums. We could have prevented them. We put laws on the books to do that—and then failed to enforce them. Housing violations became a big and profitable business for some owners, who grew rich on human misery and profited by civic waste and neglect. While the owners grew rich, the cities grew poorer. They have paid doubly for every slum—through the drying up of tax revenues from these bankrupt areas and again in the multiplied costs of police, fire, health, and other municipal expenditures to support these diseased areas.

Let me read you this indictment of past failure made by the members of the President's Advisory Committee assigned to study the slum problem. In their report, they said: "Slums do not just happen. They are the product of neglect by landlords, by tenants, and by all of us who make up the communities in which slums exist. But above all else, they are the product of neglect by our city governments."

This began as a local problem. We have allowed it now to become a national problem. But it seems to me that its solution must be worked out primarily by the community itself, where the problem began. We cannot prevent slums, much less clear them, until we achieve a full measure of official and citizen responsibility in the local community and replace indifference and neglect with civic alarm and action. We are, in fact, getting that in many of our cities today. It is to speed that movement and to give it the Nation's support and help that the Urban Renewal program has been devised.

The success of this program is a matter of urgent concern to the Nation and to the Federal government. But it should be an even more urgent matter to the citizens of our American communities. These are your homes, your businesses, your civic investments that are being neglected, destroyed, and worn away under the constant grinding action of change and growth.

My final quotation is from a speech given by James W. Follin, Director of Division of Slum Clearance and Urban Redevelopment, Housing and Home Finance Agency, before the 5th National Business-

men's Conference on Urban Problems of the Chamber of Commerce of the United States in San Diego, California, March 5, this year, on *Citizen Participation and Support*. Mr. Follin said:

The other form of inducement for the rehabilitation of structures will be enlightened self-interest plus neighborhood pride and self-respect, aided and encouraged by adequate credit when the property owners need to borrow. How to stimulate all this is something each city will have to decide for itself. Certain methods, however, have been found by experience to be useful everywhere. Mainly they consist of mobilizing for neighborhood improvement the business, religious, social and other citizens groups already organized in the city and around the area, and of organizing new ones where needed. Finding and enlisting the energetic support of recognized leaders is, of course, the first thing to do.

This brings me to the aspect of your job wherein the success or failure of the whole undertaking will be determined. Enlightened self-interest, combined with a sense of civic responsibility, must be mobilized throughout the city and its suburbs. Your whole community must understand and ardently desire the benefits of the big undertaking—desire them ardently enough to work long and hard until the job is done.

There is good reason to believe that your task in this regard will be far less difficult than it might have been a few years ago. Something like a ground-swell of awareness is evident on every hand. National business and professional organizations with their affiliates in virtually every community and local civic groups are aroused as never before. Your own Chamber of Commerce groups may be expected to take the lead as a matter of course. You will have powerful allies—the Home Builders, the Real Estate Boards, the architects and engineers, the planners, the women's clubs, the League of Women Voters, the religious groups, the welfare agencies, and a host of others. In the words of the President's recent message to Congress, "The knowledge, the skills, the resources, and, most important, the will to do this job already exists in the Nation. . . . We have the unlimited resources which grow from the independence, pride, and determination of the American citizen."

Surely the President is right, and you can start proving it the moment you get back to your home towns. Three vitally important parts of the big job can be tackled at once, without waiting for anything or anybody. One is to put steam behind the planning, both for the community as a whole and for the renewal areas within it. Another, equally important if not more so, is to see to it that local codes and ordinances are adequate and adequately enforced. And the third, though certainly first in importance, is to begin mobilizing for action the resources—mainly the resources of mind and heart—that are to be found in your communities. If you will do these things, great success will crown your efforts.

I think you can see from these several quotations that your Government is sincerely convinced that the job that has to be done has to be done first of all in a willing community and in a community that wishes to help itself. There can be no question that the renewal of our cities can not be accomplished from the top down. The job is one in which every citizens' organization, in fact one in which every citizen must be concerned actively. The "ground-swell" mentioned in Mr. Follin's speech is now very evident indeed. There is wide-spread discussion among a variety of local citizens groups in communities throughout the country studying, discussing and in some cases arguing about the merits of various methods of solving the slum and blighted area problems.



There is no question that coordination of interests at any level of Government and the getting together of citizens to talk over controversial problems with Government is a difficult part of the Democratic process. There is no set formula that anyone knows of, which provides for the most successful way in which citizens representing a wide variety of special interest groups and public officials representing a wide variety of special responsibility can get together on an easy basis to formulate policies and programs which can be used widely in the development of important legislative, financial, social policy, and building programs.

Programs of urban renewal which are now being instituted are going to be controversial for some time to come. Take, as an example, the enforcement of housing codes. In order to provide for the protection against the spread of slum and blight of older sections of our cities we must develop first substantial building and housing codes. These codes, among other things, will prevent illegal conversion. They will prevent undesirable conversion into multi-family uses of older structures which because of their condition, design, and location are unsuitable for the purpose intended. Therefore sound policy and practice would mean the establishment of local codes and ordinances which would prevent undesirable conversion of such structures and their overcrowding.

It is not so difficult under zoning and housing and building codes to prevent the overcrowding of land and buildings in new parts of our cities, but it is difficult to do so in many of our older sections. When our municipal officials are faced with the responsibility of actually providing for a decongesting of these older structures and the elimination of over-occupancy, they may also be faced by irate land-owners and other citizenry, who feel that the values of their properties or of the source of tax income to the locality will be seriously affected by such decongestion.

It is at this point, in this example, that neighborhood and citizens' interest groups really concerned with the best possible program of neighborhood and city-wide renewal should step in to assist the local public officials welfare in protecting the interest of the community as a whole. While the personal welfare of all individuals must be protected at all times, selfish interests must give way to the general welfare. Political pressure may seriously handicap those responsible for the safeguarding of the general welfare. Relocation problems, also, are serious in such a program, and must be realistically and fairly faced and resolved. But we cannot solve our slums and blighted problems by a timid approach or by an approach which does not provide the public officials who are given certain jobs to do with the protection and the support which they deserve.

I have used this example as one of many possible, to indicate one of the major roles which the citizens of any community must play in the development of the urban renewal process. It should be clear to all of us who are interested in such programs at whatever level of government,

that no such program is any stronger than the objectives of the people in the cities themselves.

Also unless the citizens themselves band together and form a community wide organization, a type badly needed in many of our major communities and most of our smaller ones, the public official is going to be impacted constantly by zealous or selfish individuals or by a multitude of special interest groups which will take much of his time. These can, through their pushing and hauling, create difficulties of administration that are hard for him to handle even though a large number of these interests is favorable toward his operation. Anyone of us in this room who has served in the position of a public official knows what I'm talking about when I discuss this question of the multiple impacts from the multitude of special interest groups. There is no question that every special interest group has a right to be heard and has a right to pass judgment.

However, what is badly needed in *every community* is some kind of central citizens planning and housing council or committee, whatever you want to call it, which is going to be the organization which represents to the maximum degree possible the interests of each of the individual groups.

We all recognize that it is impossible for all such groups to combine happily and for any one organization at any one time to represent all special interests. There will always be a minority report—there will always be minority action. However, it would seem to me that from the standpoint of a smooth running local program and a smooth running educational and development program which the citizens interests groups are attempting to promote locally, it would be most wise to try and establish in every one of our localities one of the central organizations of the type of which I am speaking. Such organizations are functioning most satisfactorily in many cities such as Cleveland, Cincinnati, Pittsburgh, Philadelphia, New York and many others too numerous to mention.

Urban renewal means a community building and rebuilding program. It means physical accomplishments developed along the lines of planned local objectives for community betterment. Let's underline here the fact that physical results which are invariably behind the renewal program must be planned for well in advance, and must be an accepted part of the objectives of any locality. A city without objectives is a city without a future—a city without plans is a city which has no mind of its own.

More and more of our cities in this country are beginning to understand the purpose behind the general plan for the locality as a whole. They are beginning to understand that you've got to put your ideas and objectives down on the map—that the map becomes a principal document of local community policy and that no one can make up the

locality's mind except the locality itself. It is the local plans locally arrived at that are the valid plans for city rebuilding.

This, I think, is quite clear in the message of the President and in the quotations which I have given you earlier in this paper. I want to reaffirm that it is impossible and improper to do a plan for any locality anywhere else but in that locality. Each city has such a wide variety of its own special problems that even that city itself has difficulty in understanding, let alone the State or Federal Government. The technical work which must be done and the determinations which have to be made on which an urban renewal program is to be based must be local and of a nature which can be understood by the citizens of the community in which these plans are being developed.

This means that our neighborhood and city-wide citizens organizations have a major educational job to do. There are not only the responsibilities of being eternally vigilant to make sure that the public official is on the right track and to assist him in his particular difficult task. It is also important that the citizen understand that he has to get other citizens to understand what the objectives of the various plans are.

The public official also has the responsibility to educate citizens groups so that the citizens groups in turn can educate other citizens and acquaint them with the reasons for public improvement bond issues, the reasons for various types of programs being promoted, the reasons for certain responsibilities which have been assigned the public officials and the reasons for newspaper or other campaigns which are directed toward the improvement of the municipality.

There are many things which the citizens groups can say which the public officials themselves cannot because of the nature of their offices and their political positions. It is here that again the citizen's role is so important. These are serious responsibilities—they are the responsibilities however of the free cities in a free democracy and without them we cannot survive.

The American Planning and Civic Association has a fine record in the promotion of and the development of citizens organizations and in the education of the people through the benefits of sound local planning. It can be proud of its record during the past 50 years. However, all of us recognize that there has been too little emphasis anywhere on the major problem of rebuilding our cities. Perhaps most of us have shied away from city renewal because of its complexity and its controversial nature. However, as there is no longer time to temporize, the city has to face up to a complex reorganizing to join the all-out attack which must be made on the prevention and elimination of slums.

We never really could afford to let our cities decay—we are well aware of the tremendous costs of municipal management where slums have taken over the good portions of our communities. We have not only the business but the social objectives which must be met in order



to provide a decent living place and a sound environment for the growth of our families and our children.

It is essential that all of us meet these enlarged responsibilities with speed. I would like to urge that as part of the urban renewal program which is being sponsored by the Federal, State, and local governments throughout the country that we have a joint sponsorship from our citizens; that we face frankly the problems that we know exist in our localities; that we use as our motto that no city is better than its worst slum. It will have to be a big program but it is a big objective. I hope that everyone of you here will make it a point to become acquainted with the President's message, the message of the President's Advisory Committee, and with the programs and policies of your Federal, State and local government. It is going to require a constant vigilance on your part because these developments are moving very rapidly.

As a final recommendation I would like to suggest that when you return home, you help organize an active citizens renewal campaign. It is important that every citizen in every locality knows about what local programs are already under way and knows who is responsible for them, that he knows about the national organizations which are already interesting themselves in this campaign for the clearance of slums and blight.

This is the kind of a program which depends upon the fullest use of democratic action and democratic policy. This is the kind of program which needs every citizen actively in it. This is the kind of program which will affect all of our lives from here on out. None of us can afford not to be directly concerned, not only from the standpoint of our own special interest but from the standpoint of our responsibility as citizens to prove to the world that we can rebuild America.

ERI HULBERT, Executive Director, Near West Side Planning Board and West Central Association, Chicago, Ill.

**T**HE Near West Side area of Chicago is  $17\frac{1}{10}$  square miles, close to the Loop. It changed from a suburban area in the 1850's and 60's to an area of modest homes in the 70's, but by 1890 it was an overcrowded, rapidly deteriorating area of blight.

As an "original area of blight" innumerable experimentations have taken place there. The first housing studies in the country (in the early 90's) by the Department of Labor were in this area and were published in "Hull-House Maps and Papers." From that time until 1930, there was little thought of rebuilding the area; the solutions to the problems of the people in it were in terms of their moving to better areas as they became accustomed to urban life, to the English language, and a higher living standard made possible by improved economic status.

When, in the early 30's, it began to become apparent that worn-out neighborhoods must be rebuilt, Mr. Ickes (Public Works Administration) proposed a vast public housing project to house 6,000 families. Two major problems reduced this proposal to a single public housing project of 1,000 units—the Jane Addams Houses. These problems were: (1) only a small proportion of the families moved out were eligible to be rehoused; and (2) the acquisition of land on so vast a scale was next to impossible.

In the 40's this same area was considered for the then current panacea—the acquisition and clearance of land, and redevelopment by private enterprise.

The only previous problem solved by the land clearance program was the acquisition of land. The problem of eligibility of families was no different and three new problems became apparent: (1) Large-scale clearance involved the destruction of savable homes. (2) The people cleared out over-crowded adjacent neighborhoods so that the process of deterioration progressed faster than it was possible to rebuild. (3) There was no provision for industry, which is part of the community, and little provision for the amenities which make a residential community worthwhile.

In 1948 a group of residents on the Near West Side of Chicago raised at Hull-House the question "What is to happen to our community?" The residents, the social agencies, the industry and business people formed the Near West Side Planning Board as a meeting place to debate the question, to make some decisions and to rejuvenate the community with the people and the pursuits in the community.

Policies and decisions made in the 6 years which have intervened add up to the kind of Urban Renewal Program envisaged in the Housing Act of 1954. The new community-to-be is based on a combination of types of treatment—rehabilitation, conservation, and clearance and rebuilding. It is based on a combination of industry, commerce, business and housing. It is based on different kinds of housing to meet different family economic requirements. It is based on interrelated stages of development. It is based on participation in the planning process by the people who are a part of the community.

Even if there were no such *term* in the proposed Housing Act of 1954, the efforts of the Near West Side Planning Board would, in fact, result in *Urban Renewal*.

## The Organized Dispersal of the Urban Population

TRACY B. AUGUR, Director, Urban Targets Division, Office of Defense Mobilization (Now Assistant Director for Urban Planning Assistance, Division of Slum Clearance, Housing and Home Finance Agency, Washington, D. C.)

A GOLDEN anniversary is a time for looking backward and a time for looking forward. What is past is prologue—but to what? What have we learned in the past half century about the art of city living and in what ways can we apply our knowledge in the half century ahead?

It was a little more than a half century ago that Ebenezer Howard published the first edition of his book on the organized dispersal of the urban population, under the title "To-morrow." If the English-speaking world, and particularly its North American contingent, had been persuaded to adopt the open pattern of metropolitan development that he advocated, there would be little occasion now for Philip Wylie's grim and graphic novel of the same title, portraying the to-morrow we hope will never come, when nuclear weapons are loosed on the cities of an unprepared America.

The attraction of the great cities was very strong; too strong, in the minds of many, to do anything about. But Ebenezer Howard won his place in history and his Knighthood by showing that a pattern of metropolitan organization could be evolved that would satisfy the needs of city life without sacrificing the virtues of the country or begetting the evils of the slum. To his eternal credit, he pioneered the pilot projects that proved his point.

The physical pattern that he proposed substituted organized dispersion for the disorganized massing of population in metropolitan areas. In place of continuous expansion and increasing congestion for the central cities, he proposed diversion of new growth into physically separate satellite communities 15 to 30 miles or more from the center, but all connected with one another and with the central city to provide a metropolis in the form of an open cluster of moderate-sized communities.

Howard's writings contained a certain foreboding of disaster if the life and strength of modern nations became over-concentrated in big cities. He did not foretell the atomic age but he did appreciate, ahead of his time, what the consequences of city congestion would be in the normal lives of people and nations. And now, a half century later, we are seeing the beginnings of a dispersal movement aimed belatedly at overcoming or escaping those consequences.

### DISPERSAL HERE TO STAY

This movement, small as its beginnings may be, is here to stay. It is here to stay for three very good and solid reasons: (1) It satisfies the growing desire of city people for more spacious living, a desire which modern technology makes attainable; (2) It offers a necessary escape from the stifling effects on business and industry of uncontrolled con-



gestion in large cities; (3) It offers the best hope for national survival in a world where hostile powers are armed with weapons of mass destruction.

At this point in history the last reason is by all odds the most compelling of the three and it is high time that we faced up to it. In the spring of 1945, long before most of us had heard of the atom bomb, one of its developers, Dr. Leo Szilard, wrote a memorandum to the President noting the danger that came with it. He pointed out: "The weakness in the position of the United States is in the very high concentration of its manufacturing capacity and population in cities. This concentration is so profound that the destruction of the cities may easily mean the end of our ability to resist."

The weakness to which he referred is brought out in the figures of the 1950 Census that show two-fifths of the country's entire population and over half of all those employed in manufacturing concentrated in the forty largest metropolitan areas. Half of them—a fifth of the Nation's people and over a quarter of those employed in manufacturing—live in the top five.

The situation has not improved in the nine years since Dr. Szilard wrote. In fact, it has grown steadily worse as added population, to the tune of about a million and a half a year, has poured into the Nation's major cities. The "trend to the suburbs," important as it is, has done little as yet to ameliorate the situation. The bulk of the population of the major metropolitan areas continues to live and work within the areas likely to suffer destruction or heavy damage if their cities are attacked.

What, if anything, can be accomplished by dispersal to make the urban structure of the United States less vulnerable to the effects of weapons that measure their lethal radius in miles?

#### FEWER EGGS TO THE BASKET

Don Quixote suggests one answer—distribute our eggs among a greater number of baskets. If an enemy ever launches a mass attack on American cities, his purpose will be not to destroy the cities, *per se*, but to destroy the Nation that draws its strength from them. Unless he believes that he can destroy a decisive percentage of that strength with the weapons he is able to allot to the job, he is unlikely to attack at all.

If what he considers a decisive percentage is concentrated in a few score big cities he might conclude that a reasonable number of weapons successfully delivered through our defenses would accomplish his purpose. He might be willing to accept heavy losses and risk heavy retaliation in view of the high reward that would accompany success. On the other hand, if the percentage of our strength in the big cities was not big enough to prove decisive and the bulk of it was, instead, well dispersed among hundreds or thousands of widely separated smaller places, the cost of a decisive blow would be prohibitive in terms of the necessary effort and the losses and risks involved.

Dispersal, therefore, is one of the most effective measures that can be taken to *avert* the threat of attack. It permits dilution of the target to the point where attacks are no longer profitable. It reduces the value of an enemy's potential for mass destruction by depriving him of the kinds of target needed to make it effective.

Probably the simplest and most expeditious way to employ dispersion to meet the defense needs of the country is through a wider distribution of the Nation's strength among the smaller cities and towns already established across the length and breadth of the Continent. Thousands of these communities are in locations safely removed from major target concentrations and are in position to absorb additional population and industry without becoming targets themselves.

To a large extent, they already have basic facilities and service that can be expanded. They have local governments, utilities, churches, banks, retail shops, and the rest. And they can be found in all parts of the country, from New England to Southern California. Their use does not call for any shift of industry or population from North to South or East to West. It merely implies a shift in emphasis from big to little, from congestion to dispersion.

The advantages of these small cities from the standpoint of the Nation's vulnerability are many. They are individually too small to make profitable targets for transoceanic bombing missions. They can be found in locations safely removed from the potential damage zones of more important targets. They are so widely scattered over the Continental United States that it would be hard to find and hit a sufficient number of them to make critical inroads on our strength.

Finally, most of them are relatively independent of facilities and services that might be disrupted by attacks on metropolitan centers. They are apt to have independent water supplies, independent sources of food, independent sources of fuel—in short—to have a better-than-average chance of staying in business if the Nation is subjected to heavy attack.

#### DISPERSION DOES NOT MEAN DISORGANIZATION

While it is obvious that a city containing a small share of the Nation's productive capacity and population makes a less attractive target than one containing a large share, there may be a question whether the division of the Nation's strength into many small units might not have a seriously adverse effect, both initially and over the long pull, on the operating efficiency of the country's urban structure as a whole.

The answer to that question rests on two considerations: (1) the way in which the transition is carried out, and, (2) the way in which the economic activities of the smaller cities are organized, both within each community and among the group.

If it were a matter of tearing apart the great metropolitan centers of today and scattering elements of their population and industry to

outlying communities, the effect might well be disastrous. But such drastic action is neither practicable nor necessary. Substantial dispersion, and probably all that the Nation could undertake in any case, can be achieved by directing *new* urban growth into the smaller cities, without disturbing the productive capacity of the larger ones.

The United States is now growing at a phenomenal rate. Census estimates place the increase in the current decade at around 25 million people. On the basis of past trends, 80 percent of them, or 20 million, will be added to the Nation's standard metropolitan areas and nearly 14 million will settle in the 40 largest ones. Most of the net addition in population will be located within the potential damage zones of these areas, despite the growing trend toward the outer suburbs.

If the big cities are to avoid becoming even more attractive targets than they are now, if they are to avoid getting bigger and becoming custodians of ever larger percentages of the Nation's strength, population and facilities in the above magnitudes must be diverted to smaller places.

Assuming that the transition from concentration to dispersion can be made through the diversion of new growth and without loss to the productive capacity of the big cities, the question remains whether the continuing increases in the Nation's over-all capacity can be picked up in an orderly way by the smaller cities and non-urban areas.

There are slightly more than 4,000 small cities in the United States, defined for this purpose as urban places of more than 2,500 but less than 50,000 population. Some of them lie so close to the central cities of metropolitan areas that they partake of their target characteristics. Some are already approaching the 50,000 mark in population. Others may be ineligible for consideration for other reasons, but it seems fair to assume that about 3,000 of them would be acceptable reception points for industry and population.

If just the fourteen million growth expected in the forty largest metropolitan areas during the current decade were dispersed among those three thousand communities it would mean an average addition to each one of 4,700 people, over and above any growth they might otherwise experience in their own right. It would mean approximately one citizen added by 1960 for each two in the community in 1950.

Shifts in population growth from big to little cities must be accompanied by shifts of equivalent scope in the building of the urban facilities they use. An average increase of more than 50 percent in the populations of the Nation's smaller cities would mean a roughly equivalent increase in houses, streets, factories, and other elements of city structure.

That is a substantial load to place on the smaller cities. In practice, it would not fall evenly on all nor would all be equally able to assume their share, but across the board it presents a major problem in organization to take care of that much expansion and to create efficient urban centers at the same time.



Yet it is doubtful if there is a better way to accomplish the dispersal of the increments in U. S. population which otherwise would increase the size and vulnerability of the bigger cities and hence of the Nation at large. Assuming that dispersal on at least that scale is in the public interest, the most expeditious and orderly way to accomplish it appears to be through the upbuilding of the cities that already contain a nucleus of essential facilities and services.

The problem of organization then becomes the familiar one of assuring a quality of community development and government that will permit the efficient and economical operation of productive enterprises, and, in the case of some of the larger industrial operations, the related problem of organizing groups of communities in support of a common undertaking.

It cannot be said that problems of this kind have been solved satisfactorily in all of the smaller industrial cities, but past experience shows that they do not present insuperable obstacles. All in all, the smaller American cities probably have a better continuous record of efficient and economical administration than the larger ones.

#### DISPERSION AND THE METROPOLIS

One of the questions always raised in discussions of dispersion for defense is the fate of the modern metropolis. Are great cities like New York, Chicago or San Francisco to be broken up into small pieces and scattered over the surrounding countryside? Or are they to be regarded as expendable, in the sense that the Nation will be organized to get along without them if the need arises?

The sheer magnitude of the problem breeds despair and leads many to discard the whole idea of dispersion as impracticable. Yet the stark fact remains that the modern metropolis can be put completely out of action by a relatively small number of mass-destruction weapons and that a nation highly dependent on a few score big cities can thus be rendered helpless overnight. The problem is not one that can be brushed aside.

Part of the solution to that problem has been mentioned earlier; namely, the diversion of new growth away from the major metropolitan centers so that their relative importance in the national economy becomes progressively less. For example, taking population as a rough index of national strength, the forty largest metropolitan centers could by 1960 be brought down to 34 percent of the national total in place of the 42 percent they will otherwise represent, simply by keeping them at their present size. They and the Nation will be less vulnerable if 34 percent of the total strength is so concentrated than if the figure is 42 percent.

If that process is carried far enough and if the economic life of the Nation outside of metropolitan centers is so organized that it can go on,

if necessary, without them, the great cities then become much less attractive as targets. Their destruction is no longer a sure course to the destruction of the Nation and, hence, is unlikely to be attempted.

On the other hand, if the Nation is to continue to enjoy the special services that big cities perform, services that are essential to both its material and cultural well-being, an urban structure for the performance of those services must be devised that is less vulnerable than the monolithic metropolis of today. Even if the current defense program is successful in averting war—as is devoutly to be hoped—the contemporary-style metropolis will continue to be in jeopardy as long as nuclear weapons remain under the control of hostile nations.

There are two general ways of going about the evolution of less vulnerable metropolitan forms, both aimed at achieving an open-type, low-density urban structure that does not offer rewarding targets. One is to “loosen-up” existing monolithic cities by appropriate direction of suburban development and in-town re-development. The other is to lace together clusters of separate small cities so that, as a group, they can perform the essential functions of the metropolis without being joined in a single physical mass.

The first is the approach that Ebenezer Howard proposed for the reformation of London more than a half century ago. Although some of his methodology appears a bit fantastic to the modern reader, his essential theme was sound; first, that continued growth of the city be stopped by channeling the usual increases into surrounding satellite towns; and, second, that, as the older parts of London were rebuilt, a great degree of openness should be introduced in place of the old congestion.

Howard and his followers were spurred by the zeal of social reform and, while they made their mark on London, the structure of the city was not noticeably affected. The blitz of World War II showed the wisdom of their teachings and led to adoption of the post-war new towns program. Perhaps if the H-bomb had looked in earlier, the effect on London's growth would have been greater.

But even with that shadow beside us now, we cannot expect sudden changes in the form of our existing big cities. The inertia in great mass is too strong; the processes of change too complex. Barring war, the big cities of the United States will be with us, pretty much in their present form, for some time to come.

Yet because of their attractiveness as targets and their vulnerability, they cannot be counted on for continued service if war comes. Not until the preponderance of the Nation's strength has been shifted from a condition of concentration to one of dispersion, not until the Nation is capable of getting along without its concentrated cities if it has to, can they feel a reasonable degree of safety from attack.

The alternate method of creating an open-type metropolis is to start with urban units that are individually small and interlace them with transportation and communications facilities that enable them to function as a group. Ten cities of 50,000 or a dozen or more of assorted sizes, could make a metropolitan cluster of half a million.

Studies made by William Wheaton, Coleman Woodbury, and others from Project East River indicate that a metropolis of up to two million people could function efficiently as a cluster of communities located as much as 15 miles apart, center to center. However, a reappraisal of the functions of the metropolis might well disclose that the essential functions could be performed in a city of a much lower total population. Many activities that now occupy space in metropolitan centers are there by accident rather than necessity and they and the city might both be better off if they were elsewhere.

The cluster-type metropolis could take many forms; a more or less circular grouping; an elongated band; a group with one dominant center or with several centers serving different functions. The essential features of its organization, from the physical standpoint, are that the individual urban units be kept small enough to make unattractive targets, that they be kept far enough apart to avoid being lumped together for target purposes and that the interconnecting communications be efficient enough for the group to operate as a whole in those instances in which such action is needed; for example, supplying labor for large plants, supporting high-grade medical facilities, enjoying first-line cultural attractions, and the like. The social, economic, and political difficulties of creating such groupings from existing communities are probably no less than those likely to be encountered in attempting to loosen up the structure of a presently concentrated metropolis. The principal advantage in the group method is that an adequate degree of dispersion is achieved at the outset; in the other method it is achieved only toward the end of the process and perhaps too late.

Whatever the method, it seems important that any program for the organized dispersal of the urban population recognize the essentiality of the big and moderate-sized city in American life. It is well, in the atomic age, to be a Nation of small cities, but there are many urban services that no small city can perform by itself. For those services a mobilization of the strength of several is necessary. In the past that has been accomplished by expanding small cities into big cities. In the future, it will be more sensible to accomplish it by combining forces without physical amalgamation of the communities involved.

#### DISPERSION BY DIFFUSION

One of the points made in the reports of Project East River is that the vulnerability of cities can be reduced by lowering the density of development and of population. Fewer things or fewer people within



the lethal range of a given weapon make a less profitable target. At some point, the target becomes so thin that the effort to destroy it is no longer justified. Safety is found in lack of numbers.

To the dismay of city planners, the requisite diffusion of people and facilities is apt to be best exemplified in the most disorganized of urban areas, the fringe or sprawl beyond the rim of the developed urban center. There a straggling urbanization, mixed with remnants of farm and forest, produces an over-all density of human settlement too low to be worth a bombardier's attention. It might be concluded that therein lay the solution of the dispersal problem, that if the Nation's big cities sprawled more and concentrated less, all would be well; or, to put it in more technical terms, if the outer suburbs were held to very low densities and if the central sections were redeveloped with lower densities there would be insufficient concentration of activity to justify attack.

That conclusion is not unwarranted. But it is at least questionable whether, with the very low over-all densities involved, the territory could be organized for the most efficient and economical performance of urban functions. It is true that many residential suburbs get along nicely with very low-density development, depending on private automobiles for transportation, but they are tributary to more compact urban areas which serve the people and the activities that could not operate on such a low-density basis. It is extremely doubtful that a city of a quarter or half million, all spread out on that basis, could afford the attenuated street and utility systems, the costly public transportation, the high delivery charges and all the other costs and difficulties involved in extending urban services to a scattered clientele.

At any rate, before diffusion outward from the city borders is accepted as a substitute for dispersion into separate communities, the economy, efficiency and social desirability of the result would be carefully examined. The purpose of dispersion is not simply to escape dangerous concentration; it is also to create a workable urban organization that can continue to serve the Nation efficiently and economically.

#### NEW TOWNS

The emphasis in this discussion of organic dispersal thus far has been on the use of existing communities, principally as a means of expediting action. If an industrialist or business entrepreneur is suddenly moved to disperse his enterprises, the existing cities offer him a place to go. A large industrial operation can locate in the middle of nowhere—provided nowhere is not so extensive as to discourage commuting from somewhere—but few other enterprises can.

The use of existing communities, however, has obvious drawbacks. They may not be the most appropriate locations for a good dispersal pattern—an efficient cluster of cities cannot be formed if some of its components are lacking or in the wrong places. Existing communities,

moreover, are apt to have ideas of their own on how they want to develop and those ideas may not include industrial expansion or growth of any kind. Or, in another vein, their ideas of municipal services may in some cases be so antiquated as to promote immediate conflict between old and new residents.

Completely new communities have advantages that offset these drawbacks, but they have their drawbacks too. The assembly of land, the development of utilities, the settlement of fiscal and governmental problems all present difficulties even before the construction of buildings begins. If a new town is to be a private operation it requires strong—and patient—financial backing. If it is to be a public or public-assisted operation, new political attitudes and new legislation may be needed to make it possible.

On the positive side, it may be noted that the Nation's growth requires vast building of all kinds of urban facilities. The twenty million additional urban residents expected during the present decade will need—and will get—five or six million new dwellings, thousands of miles of new streets and water lines and sewers, hundreds of schools, churches, stores, factories, and all the other components of urban structure required for their accommodation. These facilities will be built somewhere; they might as well be brought together in well-planned new cities.

There is, of course, room for both new and old cities in any well-conceived dispersal effort. There need be no quarrel as to which course is better, adding to the small cities that we have or starting new, because both courses will be needed.

### THE LINEAL CITY

There are other arrangements of urban structure that meet the basic dispersal requirement of low over-all density—insufficient population or material—within the destructive range of any weapon to justify its use. There is not time to discuss them here. But one of them merits brief mention. It is the lineal city, a relatively narrow band of urban development along a main stem of transportation facilities and utilities.

The idea is not new but it has special applicability to the current problem of defense. A narrow line of city, particularly if it is not a straight line, makes a more difficult target than a large globular city. Furthermore, it is an unprofitable target for modern weapons in the sense that much of their energy is wasted on territory to either side of the urban band.

The disadvantage of the lineal form comes in the matter of organization for community life. If a city is too attenuated, it becomes difficult for people at the extremities to reach any center serving the community as a whole and their loyalties and interests are apt to be divided. Nevertheless, the lineal city can be a useful form for organized dispersion if there is sufficient control over development to preserve the efficiency of

the "main stem" transportation artery and the feeling of community among its citizens. Uncontrolled, the lineal city can become nothing more than ribbon development along a highway.

It may be contended that the foregoing discussion of ideal city forms and the cavalier reversal of long-term population trends, with only scant mention of the attendant problems, is too much on the ivory-tower side to be of practical use in the current emergency. Perhaps so. But the current emergency is itself a product of some ivory-towered thinking a few years back by a handful of physicists who imagined, of all things, that they could split the nucleus of the atom and release its untold energy for human use.

The technical, organizational and financial problems involved in their endeavor were fabulous beyond belief. But they were solved because Great Britain and the United States decided that their solution was essential to the survival of the free world. Many of the methods employed doubtless were considered impractical and visionary, but they produced the desired results.

The problems involved in accomplishing well-organized dispersal of new city growth are big and complex, but they are far from insoluble. Necessity, they say, is the mother of invention, and Americans are notable for their inventiveness. Necessity, in the present instance, is a rather grim parent, stick in hand. Her admonition is "Get on with the inventing, there's no time to lose."

But back of here is a door marked "Opportunity," and beyond, a well-stocked table. There are rewards in store for those who solve the problems well. Dispersion, in addition to its direct contribution to national defense, also offers solutions to many other vexacious problems of urban living. It holds promise of better as well as safer living in the atomic age.

## Vital Importance of Mass Transportation

COLONEL HARLEY L. SWIFT, President and General Manager,  
Harrisburg Railways Company, and Past President of American Transit Association,  
Harrisburg, Pa.

**I**N THE turbulent, roistering growth of city life in America we have remembered to preserve space for parks and playgrounds; we have remembered to leave a few trees at the curbs of our large cities and to retain some beauty in the midst of our skyscraper developments. One of the dedicated guardians of the preservation of these civic virtues is the American Planning and Civic Association, to which I have the great privilege of speaking today.

Let us consider for a moment the foundation of a city—the thing that creates the need for skyscrapers, office buildings, department stores,



churches, businesses of all kinds, and the desire for beautification. This foundation is the multitude of people who go to make up a city. Today people are so harassed by traffic congestion that I doubt that more than one in ten ever enjoys the few pastoral or horticultural scenes left to them, in the form of parks, in the vast vertical growth of concrete and steel.

We have created magnificent buildings; we have preserved beautiful parks for relaxation and developed playgrounds for recreation—and at the same time we have created havoc on our city streets. Too many people are trying to get down town at the same time in the morning and these same people try to rush home again in the same hour each evening.

In the monumental effort that has gone into the planning of our *American Way of Life*, one thing has been forgotten. That is *travel convenience* for the millions who work, shop, make professional calls, and seek recreation in the central areas of downtown America.

What good is the wonderful work that this group has performed in preserving parks, playgrounds, and other open areas where city dwellers may seek relaxation if daily travel frustrations creep into our sensibilities and blunt the beauty of civic planning?

A man driving home from work or a woman returning from a shopping expedition in most of our large cities is probably better prepared for treatment by a psychiatrist than to enjoy the charm of Mother Nature, if he or she has been subjected to tooting horns, sirens, and unnerving traffic tie-ups during an important part of his or her travel time.

So, I suggest to you that we park our parks in the background for a while and turn our attention to the most serious challenge that the cities of America face today. This challenge is traffic indigestion, caused by the over-use of private automobiles down town and recalcitrance on the part of civic groups, city fathers, and the business and industrial interests of the community to take any realistic action toward the solution of *traffic trauma*. The *life blood* of any city is public transportation.

During the lifetime of most of those present at this meeting, the automobile age has swept in on us like a wild prairie fire. Today we have too many automobiles and too little space on city streets.

Americans, generally, are fairly considerate of their fellowman, but very few of us seem to realize how inconsiderate we are when we drive our private cars—more frequently than not with ourselves as the only passenger—into a congested area and take up 80 square feet of street space for the transportation and movement of just one person.

One bus, capable of carrying 50 to 60 passengers quite comfortably through the limited street space of any city, takes up the space of approximately three private automobiles, which national passenger count averages indicate carry only five persons, or 1.7 persons per car.

A simple analysis of what causes traffic indigestion can be seen in

the fact that 72 private automobiles, completely filling the four lanes of the average city block, carry only the equivalent of two bus loads of passengers—yet two buses take up the street space of only six automobiles.

When you consider efficient use of street space, you must consider ways and means of inducing people, either by law or by education (preferably the latter), to make greater use of public transportation. The consideration of mass transportation vehicles as the only really efficient users of street space becomes less idealistic and more practical when you stop to think that approximately 62 per cent of all those going to and from work in the downtown area now rely upon public transportation vehicles.

History shows that the forte of business success in America has been the recognition of mass or line production as the basis of low cost and efficiency. For some reason or other in handling or solving the traffic problem of American cities, businessmen turn from these basic principles and refuse to use mass production of rides (mass transportation).

If we give consideration to all the facts concerning the movement of people and goods—the primary reason for streets—we would observe “The Vital Importance of Mass Transportation”.

After years of experience in the transportation field, I believe that I am talking common sense, but I also recognize that I am vulnerable to the accusation of representing a self-seeking group—the transit industry. Let me say in answer to that, that the problem of traffic indigestion and the desirability of developing more efficient use of street space, to preserve or improve the central city, have become of increasingly great concern to great retailing organizations, the bankers, the real estate operators, city planners, civic groups, city administrative officers, and to others, particularly since 1947.

Your own official publication, *Planning and Civic Comment* for March 1953, had a most significant short article entitled “Stop, Look, and Listen,” which touches upon the development of super highways and expressways, stating—

The automobile has given the opportunity to millions of Americans to enjoy pleasantly charming parkways winding their way through wooded valleys and pleasant roadsides. Misused, it may prove an effective instrument to destroy or damage these amenities which we have fostered so patiently for many years.

With traffic congestion attacking our cities and metropolitan areas like a pestilence, highway officials seek for relief and look with longing eyes on the open spaces provided by past generations for parks and parkways which they would like to convert into high speed arteries for mixed passenger and freight automobile traffic.

In many cities we are plagued by the pressure to transform winding drives along picturesque streams into radial routes for high speed arterial trunkways. There is no justification for commandeering our parkways and turning them into traffic freeways which, in all fairness should stand upon their own economic feet.

We should recognize that there is a definite limit to the volume of traffic which can be accommodated in our downtown districts, and it might well be that when we have lost our parks and parkways we shall find that we still have an intolerable situation—in fact that we have no solution at all. What we need is better comprehensive planning for all elements in the city plan rather than a blind effort to pour traffic through parks and parkways into the already congested downtown district.

We are opposed to the invasion of parks and parkways by high speed highways and underground garages because of the incalculable damage to park values. Many of these schemes are unsound as planning and traffic measures.

I thoroughly agree with the admonition contained at the end of this article. We should "Stop, Look and Listen." Several cities have gone *bog-wild* on building expressways. Los Angeles has spent \$10,000,000 a mile to construct an overhead expressway for automobiles. Other cities are spending gigantic sums of money. The end result is quicker access to, with more and more traffic congestion in the center of the town. None of the downtown district street layouts of American cities is elastic enough to carry off the increased influx of private cars invited into the business area by expressways. After building monumental and costly structures, the city fathers have found that the end result is comparable to attempting to pour a quart of milk into a pint bottle. It simply cannot be done.

I am startled at the waste of productive land found in both city and county, in connection with super highways. Los Angeles appalls me. Downtown Pittsburgh reminds me of nothing so much as London cleaned up after air raids. My own small city is ruthlessly tearing down not only usable but used and useful buildings to build a throughway; good rich black Lancaster County farm land, acres of it, now unproductive in so-called clover leafs; whole city blocks, in many cities, wasted the same way with not even a small effort to salvage the portions not used for roadway. Truly we are a prodigal Nation.

I like New York City's approach to the downtown traffic problem. In New York they have built their throughways along the perimeter or edge, rather than through and to the heart of the business district. New York City intends to preserve and improve the central business area. That it is succeeding in both is indicated by the fact that over 15 million dollars of new building construction is under way on Manhattan Island, with more planned. Seattle is another city in which the throughway skirts the business area.

In New York and Seattle, in Cleveland, and now in Chicago, the emphasis is being placed on greater use of public transportation in the solution of the downtown traffic problem. San Francisco indicates a trend in that direction. Strangely, the mass transportation facilities in these cities are publicly owned—owned by the very people (the taxpayers) demanding throughways and parking areas. With the same cooperative understanding, the same effect can be had in cities with



privately owned mass transportation; without it, the time may come when these cities will have to make the same investment to have mass transportation as a tool.

Again quoting from your own magazine:

Looking back fifty years, we can measure how far we have come. Modern city planning and automobiles were unexplored possibilities at the turn of the century. Zoning was not invented until the end of the second decade. Public housing and urban redevelopment, which had made a timid entrance in the third and fourth decades, are now emerging into dynamic forces.

As we look forward to the next fifty years and the 21st Century we must set new goals for providing adequate environment to suit the needs of our people. We have changed from a predominantly rural population to an urban one. Sprawling metropolitan regions (which, like Topsy, just *grewed*) fail to offer us the living conditions which we demand. There seems to be no good reason why those who live in cities should suffer from traffic congestion, noisy and ill-adjusted home neighborhoods, and outmoded business districts which have resulted from lack of planning, when we can make our cities what we want them to be if we set ourselves to the task.

These acute observations lead me to believe that you are as eager to make some progress on the traffic indigestion problem as we of the transit industry.

Hobart C. Brady, a noted Public Relations Consultant, said in 1950:

The greatest factor involved in mass transportation is the failure of both public officials and the management of transit companies to fully recognize that: whereas a mass transportation company is a public utility, *it is not a monopoly*. It is *not* a monopoly because it is competing with the modern automobile, which is growing in use and improving in design and comfort all the time. The failure to recognize this intensive competition affects every public transportation company.

In fact, this oversight has become a political tradition. This tradition is driving mass transportation systems into states of obsolescence and disrepair by reason of deferred maintenance and deferred service modernization. Cheap transit fare is the sacred cow of politics.

When this (the intensely competitive nature of transportation service) is fully realized, public officials and transit management will be able to do the things that are essential to enable transit companies to render the quality of service that is essential to the preservation of central business districts.

The transit company has as much invested in the city as the department store. Like a department store, or any merchant or business, the source of its revenue is people—more people.

Statistics repeatedly show that very few cars parked on the streets produce any revenue for the merchant. Mr. Kenneth C. Richmond, Vice-President of the Abraham & Straus Department Store and Chairman of the Transit Committee of the New York Retail Dry Goods Association, speaking in a traffic forum in New York City two weeks ago said: "If the customers cannot get to the stores, the stores will have to go to the customers." "Streets exist for the sole business of getting people and goods where they want to go."

When a city is faced with an epidemic—infantile paralysis, for example—we rally as a unit and do something about it, even if it means curtailing the personal privileges or freedom of some citizens. Today the epidemic is *traffic paralysis*, as fatal and crippling to the city as infantile paralysis is to human beings.

The cure is concentrated doses of mass transportation, plus effective quarantine and restriction on the use of streets—exactly as the use of gamma globulin is enforced, areas quarantined, and use of water restricted in the case of an infantile paralysis epidemic.

Statistics and checks from many cities establish that from 50 to 70 percent of all the people who shop in downtown stores, come *via* public transportation. Cordon counts have demonstrated that, depending on the size of the city, from 60 to 80 percent of the office and store personnel depend on mass transportation to get to and from work.

Crab grass in a lawn stays green for a while, then it takes over, and chokes out the real permanent, every day, all-year green grass—one or two crab grass plants to the square foot killing off thousands of blades of useful grass. Dare I draw a parallel between the automobiles and the people on the street downtown? Stop and count some day—over 50 percent of the automobiles that move in and out of the business area have only one person, the driver, in them; the remainder will average about 1.7 persons per car.

Customers are people on the streets, not vehicles. Mass transportation is the treatment that brings the most people to the merchant. It is a cheaper, more effective, more flexible cure for traffic indigestion and *automobilitis* than any street widening or off-street parking cure yet perfected.

Yes, good public transportation is vital to the welfare, growth, and prosperity of American cities.

## Should Parks be Sacrificed?

TOM WALLACE, Editor Emeritus, Louisville Times, Louisville, Ky.

I WANT to say that I think that Columbus is the scene of very fine culture. I base that upon Jerome K. Jerome's statement, "When I say reasonable men, I mean men who agree with me." About twenty-nine years ago I set out on a project in Kentucky and no one in Kentucky agreed with me. That was the effort to save Cumberland Falls. And when I was being laughed at in the clubs and the hotels, and on the streets in Louisville my first consolation was editorials from Columbus papers and from *both* the Columbus papers, reflecting the fact that people from Columbus had long been going down to see this place and enjoying it when Kentuckians did not know where it was. I am very glad to thank Columbus for the help that was given me at that time

which was invaluable and say that the fight came out all right because Columbus partly started it.

Now, I want to tell you a little tragedy in my own family, instead of being reminded of the little story. This is not a merry thing. Some time ago I went to build a room on to a guest house in my back yard, because my son had gotten married over in Europe and was coming home. We wanted to put an extra room on this place; so I looked around (it was an ancient building) and I found where an old building was being torn down. I wanted to get some well weathered rock to match the antiquity of the original building and the antiquity of what I was going to hitch on to the original building. I went over to Farm Creek, a stream that flows near my farm, and bought the piers of an old water gap that had been built in the late 18th century. I hauled all that rock home. Then I went down to South America and when I came back, the carpenter, instead of using all the rock to build a foundation up to where it should have been, had brought the lumber down a foot and a half to two feet lower than it ought to have been. I was horrified, and I said, "What did you do that for?" He said, "Well it is cheaper to use lumber than it is to use rock." Well, I said, "There is the rock and here is the lumber and I paid for them both and I hired you, what are you driving at?" When he saw how disappointed I was, he said, "Oh, don't bother about that, I can paint that so you couldn't tell whether it was rock or not."

Now that does not seem apropos of anything, but I want to get back to it as being apropos of things that are happening now to parks and to things that menace parks. I mean the menace of people who simply do not understand any more than that poor carpenter and painter understood. People who have no more taste than that are one of the greatest menaces to the cause in which all of us are interested. To begin with, there is an effort at present to break in all along the line on every type of reservation which was occasioned by a natural scene or created to preserve a natural scene.

Rock Creek Park in Washington, which is a national park by the way, is threatened with a six-lane expressway which would dump freight and passenger vehicles into the middle of Washington into a bottle neck. It would be a misfortune physically if it were built, and it would destroy one of the greatest parks in the world. There is no other municipal park (this is a municipal park in use) I think in the world that is an equal or surpasses Rock Creek Park. Yet you will find people who are straight forward, who have no kind of wrong thinking in their mind who cannot see why a six channel expressway would not be all right in Rock Creek Park. Well, now I am getting back to this fellow who wanted to paint rock work on the bottom of the house. There are that kind of people, and there are plenty of them and they are people who in their ordinary functioning are quite intelligent.



I went to the editor of one of the Washington papers and I talked to him about it and he could see no reason on earth why an expressway through Rock Creek Park would not be an improvement. He thought it would be grand. I told him about Roosevelt Island. It is dedicated to Theodore Roosevelt. It was intended to be forever just like it is, a wooded island in the Potomac River with no improvements. They want to put a highway bridge across there with a pier at each end. My friend, the newspaper editor, who has a degree or two from Yale and possibly from foreign universities, just could not see any reason why that would not improve the situation. He could not see how it would hurt anything. The birds could still fly, the animals could still live in the woods, the people could still walk in the woods, so what could it hurt? It is very hard to argue with such people. The only thing you can do is to bludgeon them.

Now, I am going to tell you why I feel that you can deal with that by mass action as you could not by any other means. I will give you a few examples. We had a raid on Cherokee Park in Louisville. When the argument about Cherokee Park (putting an expressway through the Park) came up, the owner of my papers was in Asia in the war. The man in charge said in an editorial conference quite frankly, "I just don't think that there is anything in this question that is worth our attention."

I had been left alone, and in a little while I had found enough people who invited me to talk to them to get things cleared up. Then we got the Louisville Chamber of Commerce into a joint debate. They secured a man to have a joint debate with me on this question. He was a very fine man, a very able speaker, a former member of the faculty of Louisville College, a very alert talker, but he did not have any argument. In a little while he gave up this joint debate business. By that time we had gotten up a lot of publicity. All of this publicity was in the papers, although the papers were not taking any part in it, they gave the news. In a little while the project was temporarily at least dead. We had destroyed that effort to invade that park. So that just shows you how quickly and easily those things may be done.

Such fights have been made many times with regard to Central Park in New York City. It has been said that if all of the extraneous projects that have been proposed with seemingly sound argument behind them, for encroachment in Central Park had gone into that park, it would now be layers deep with enterprises from the outside. Now New York City needs that park so much and overuses it to such an extent, that there is an erosion problem on the meadow lands part of the park, a very serious problem. That just reflects how much it is needed. New York ought to have several times that much park land. Yet it would all have been used for other purposes, three times over, if these people who could profit in some way or another by getting there had been able to get in.

Now we have another example of waking up the man in the street, the Jefferson County forest. Some time ago a company there discovered that there was some shale in part of that forest that could be strip mined and he offered \$1,300 a month for the privilege of stripping 188 acres of the 2,000 acre forest (and the whole 2,000 acre forest had not cost but \$1,500 or something like that). Now immediately the court fell for that and made a contract that would let these strippers in. Much to my surprise the community forest commissioners all agreed with the Federal Court. When I found out about it and started some more agitation, we got it into court, and the Court of Appeals decided that no other use of that land was legal under the condition in which it became a park.

One more example, they started to put an atomic bomb plant about 8 or 10 miles east of Louisville in the best residential part of Jefferson County. I think the gentlemen in Washington who were going to run this plant thought they would go to the Kentucky Derby and would like living there. It would ruin the east end of the county. Just a handful of people had objected to that and again the newspapers took no recognition of it. They ran no editorials at all. But a handful of people went up there and raised enough sand to send that plant over to unfortunate Ohio. I hope you enjoy it. That is the way those things work. Make a noise! Get people to know that you can protect your parks. There is not one of them anywhere in the United States that is not in the trek of some sort of development for which an argument (that sounds all right to a great many people) can be made. Where there is a highway coming through, or when there is an industry or what not—it is easy to make an argument that will convince a good many people.

Now conservationists can take some refuge, some consolation in the statement of the great Norwegian dramatist, Ibsen, that the majority is always wrong. That is true about conservation. It is always a minority that wants the right thing to be done. If the minority will make enough fuss, fight enough, squall often enough and loud enough, it can get somewhere!

## Expressways and the Central Business District

DAVID R. LEVIN, Chief, Land Studies Section, Financial and Administrative Research Branch, Bureau of Public Roads, Washington, D. C.

### INTRODUCTION

IT IS A privilege I shall long cherish to participate in this Citizens Planning Conference on the occasion of its Golden Anniversary. I salute you for a half century of staunchly urging a planned approach to urban improvement; of vigorously insisting upon citizen participation in the urban planning process; of assisting in the conservation of our

natural resources, and in the preservation of our scenic beauties and our public parks and historic shrines; and of generally fostering the public interest in many diverse fields.

It is wholly consistent with your past traditions to examine into and champion any new development or device that offers promise of betterment in the urban way of life. This very session on the expressway and the city attests to your eagerness to assist the solution of urban transportation difficulties.

In the past, adequate solutions to the urban transportation problem seem to have been unacceptable; acceptable solutions tended to be inadequate. Why this should have been so is not easy to answer. Perhaps because the interplay of better roads and better motor vehicles has set up a condition of endless progression. Perhaps because year by year, the definition of an adequate facility that would carry vehicles safely and efficiently has had to be revised. Perhaps because the eagerness of the public for better highways has not yet been mobilized effectively. Perhaps because even the experts still know relatively little about the ebb and flow of urban life. There may be other reasons too.

It is indeed fitting that we come to grips with an urgent urban transportation problem in a highly urbanized State. As you know, Ohio has more cities of a population of 25,000 or more than any other State except California. The 1950 Census of Population indicates that Ohio has 33 such municipalities and California 36.

#### INTEGRITY OF CENTRAL BUSINESS DISTRICT

There are some who would write off the central business sections of our cities as vestigial in the motor vehicle era. Such an appraisal seems to ignore economic realities. Central business areas were established because they offered economic efficiencies and social and cultural advantages characteristic of a nucleated community. With a proper design, and a restoration of its accessible characteristics the central area can continue to function effectively, for a long time to come.

Investigations of shopper preferences indicate that downtown locations still offer advantages to the shopper superior to those in suburban districts: Better merchandise selection, cheaper prices, and the possibilities of combining several shopping and business errands. But there is little ground for complacency, for a greater proportion of retail sales is taking place in the peripheral areas than in the downtown areas of a number of municipalities.

This has become evident during a period when the accessibility to the downtown area in many places has increasingly deteriorated. Accessibility, as I refer to it here, concerns the capacity of a motorist or shopper to travel downtown with a minimum *friction of space* as some students of the problem identify the ability to travel safely, conveniently, and at reasonable cost.



Accessibility also includes the availability of parking accommodations appropriately priced and within reasonable walking distance of the major generators of parking demand.

The increasing inadequacy of terminal facilities in downtown areas is very much in evidence in a number of municipalities. For example, in 1937, there were approximately 12 vehicles per downtown parking space in San Francisco; in 1948, the number of vehicles competing for that parking space had increased to 17. In Seattle, there were 14 vehicles per downtown parking space in 1947; the number increased to 23 in 1952. The same is true of Oakland and Detroit and perhaps many other cities as well. (Parking as a Factor in Business, Preface and Foreword, 1953, Highway Research Board.)

While there may be other factors present which may complicate an easy solution to the difficulties confronting the central areas of cities, improvement in the accessibility characteristics of those central areas cannot but improve substantially the city's present plight. It is incumbent upon entrepreneurs, municipal officials and others interested in preserving the urban areas as we now know them that effective action be taken with respect to the timely provision of highway and terminal facilities of modern design.

*Federal-aid Highway Act of 1954.* Some assistance in this direction is now available. The President of the United States has affixed his signature to what is considered to be a milestone in highway development—the Federal-aid Highway Act of 1954. (Public Law 350, Chapter 181 (H. R. 8127), 83rd Congress, 2d Session, Approved May 6, 1954.)

Its emphasis on urban transportation is unprecedented. The sum of \$175,000,000 for each of fiscal years 1956 and 1957 is specifically earmarked for projects on the Federal-aid primary highway system in urban areas, and for projects on approved extensions of the Federal-aid secondary system within urban areas. Additionally, portions of \$315,000,000 authorized for each of fiscal years 1956 and 1957 for projects on the Federal-aid primary highway system can be spent in cities, to the extent determined by the respective State Highway Departments. And also, portions of \$175,000,000 authorized for each of the two fiscal years for the National System of Interstate Highways will be eligible for expenditure in urban areas, since a portion of that system consists of urban routes.

Another significantly new provision of the 1954 Act provides that one-half of the funds authorized for the National System of Interstate Highways shall be apportioned among the several States in the ratio which the population of each State bears to the total population; the other half according to the customary formula applicable to the Federal-aid primary system. The traditional matching formula of 50-50 has been changed to 60 percent Federal and 40 percent State, but only with respect to Interstate funds.

Another provision authorizes an expenditure of a quarter of a million dollars for expediting the interstate planning and coordination of a continuous Great River Road and appurtenances thereto traversing the Mississippi Valley from Canada to the Gulf of Mexico, in accordance with the 1951 joint report of the Secretaries of Commerce and Interior to the Congress. The amount expended under this authorization will be apportioned among the ten river States in proportion to the amount allocated by these States for the improvement and extension of existing sections of this highway project.

Another significant provision authorizes \$12,500,000 for each of fiscal years 1956 and 1957 for the construction, reconstruction and improvement of facilities in national parks, monuments, monument approach roads, and other areas administered by the National Park Service; and \$11,000,000 for each of fiscal years 1956 and 1957 for the construction, reconstruction, and improvement of authorized parkways. These authorized funds are made immediately available for contract, and the Secretary is authorized to incur obligations, approve projects, and enter into contracts under the authorizations, and his action in so doing shall be deemed a contractual obligation of the Federal Government for the payment of the cost thereof, and such funds shall be deemed to have been expended when so obligated. This new authority will immeasurably strengthen and vitalize these worthwhile programs.

The 1954 Federal-aid Highway Act also authorizes consultations between the Federal Civil Defense Administrator and the Secretary of Commerce concerning the civil defense aspects of highway development. The civil defense problem is an urban one, of course.

The 1954 Act also authorizes, in specific language for the first time, the prosecution of research of all kinds related to the highway problem. This presumably would include urban transportation research, which I would like to dwell on for just a moment.

*Urban transportation research.* A number of circumstances now make an adequate program of urban transportation research more compelling than ever before. As I have indicated, the Congress of the United States has just authorized an expanded highway program that will have a particular impact in cities. Population expansion, land use changes, vast housing and public improvement programs, and a host of other factors characteristic of present metropolitan areas as we now know them, make it imperative that we learn a great deal more than we now know about the urban organism and its health and well-being in terms of transportation. We must admit that in terms of the fundamentals, we know pitifully little right now.

In an effort to assist this situation, and pursuant to an authorization by the National Research Council of the National Academy of Sciences, the Highway Research Board has designated an *ad hoc* committee on urban transportation research to investigate the need for such research

and indicate an appropriate *modus operandi*. It is hoped that this effort will result in the establishment of a permanent body in the Highway Research Board whose responsibilities it will be to indicate a proper direction to be taken in urban transportation research; to determine what universities or other groups could undertake the jobs that need to be done; to obtain the necessary financing of the projects recommended; to conduct a clearing-house operation and serve as focal point for all urban transportation research developments; to provide a forum for objective interchange of ideas; and to assist in other ways that will promote the well-being of cities.

The goal of this new effort will be to bring *all* pertinent disciplines to bear on the urban transportation problem in its broadest connotations. There is good reason to believe that both industry and government will support this effort to cast more light on the urban organism, particularly with respect to its transportation needs.

*Urban legal structure.* The time has come for us to take a close and critical look at the legal structure which implements public improvement programs and regulates private development in our urban areas. Many of the legal tools we now possess are dull and need sharpening; some of them are ill-suited today to meet the challenge of new requirements; and we probably need some new ones, specially designed to do a job.

Let's get more specific: Urban zoning, though fundamentally sound in its basic principle, needs to be amended and brought up to date, and particularly, to respond to situations created by the motor vehicle era. I refer not only to zoning requirements for parking and truck-loading facilities, but also to reservations for future street development, setbacks, and similar provisions that anticipate the future.

We need an effective legal mechanism which will permit of integration of the metropolitan functions in a given urban area, leaving the purely local functions to the pre-existing constituent municipalities. This is an urgent necessity, if the parent city and the central business district as we now know them are to survive.

In terms of the needs, the potential of police power has barely been tapped. While we are making some progress *via* the police power in assisting the several forms of urban transportation, the possibilities are promising indeed. Much greater public control of the curb is indicated. The potentiality of designating separate routes of travel for mass transit vehicles and passenger vehicles should be explored; a precedent already exists with respect to truck routes in cities.

These are but a few of the possibilities.

*Reservation of right-of-way for urban expressways.* Another aspect affecting urban development that is ripe for effective application concerns the reservation of right-of-way for urban expressways. Highway engineers, planners, defense officials, and many others are pretty well agreed today that the highway job of greatest urgency is to improve



the National System of Interstate Highways, at least to tolerable standards. This system, as you know, is largely expressway in conception. The need to accomplish this objective is probably of greater urgency in urban areas than it is anywhere else. Because of the development and structural character of the urban area, and the relatively lengthy process involved in the improvement of expressways therein, it is urgent that the most logical potential arterial routes be protected and reserved today, for use tomorrow.

If we continue to ignore this compelling necessity, the price we will have to pay for the needed lands will be high—perhaps more than we can afford. One way of making sure we have the lands we need for efficient transportation facilities is to purchase them now, under an advance financing mechanism.

The plan for the advance financing of street or expressway right-of-way can be relatively simple: The legislature establishes a revolving fund out of general state revenues in an amount deemed reasonable for the purpose. The State Highway Department then purchases outright, with moneys out of this revolving fund, such lands as are necessary for important projects which may not get built for some years. Then, as the projects for which lands have thus been obtained *mature* and are programmed for construction in due course, the right-of-way advances are taken out of the highway funds currently allocated and the revolving fund is reimbursed to that extent. In other words, the corpus of the revolving fund is kept intact over the years, and the only cost to the public is the debt service charge involved.

Lest you think that this scheme is highly theoretical, let me hasten to tell you that its prototype has already been put into operation successfully in one of the most important States in the Nation, California. In 1952, a \$10-million fund for the advance acquisition and protection of highway right-of-way was authorized by the California Legislature; the fund was completely exhausted before the year was out. In 1953, another \$20-million fund was made available for this purpose.

In support of this program, California highway officials undertook detailed studies of the savings that could be effected by advance land acquisition. It is asserted, on the basis of documented information, that for every dollar invested today in future highway right-of-way, savings ranging from ten to thirty dollars will accrue during the next twelve years. This means that in terms of the entire present authorizations, savings will be made ranging from \$300,000,000 to \$900,000,000. Perhaps in no other segment of highway development are such fantastic dividends possible!

A somewhat different plan, but based upon the same principle of anticipating future developments that would increase right-of-way cost manyfold, is the 12-year improvement program authorized last year by the Maryland legislature. The entire program involves

\$568,000,000 for the construction of 300 miles of new facilities and the improvement of 3,150 miles of existing highway. The present plan and basis of operation of the Maryland State Roads Commission is to acquire *all* the lands needed for the entire 12-year program in the first four years of the program. A sounder approach, from an economic point of view, can hardly be found.

Right-of-way acquisition in advance of actual need for construction purposes costs money. There are reservation devices, legally justified under the police power of the State, that involve no expenditure of public funds, except for the administration of the program.

One such device, of promising potential is the official map procedure. I recently had the opportunity of investigating the current use of this mechanism in New York City, particularly in connection with the Queens Mid-Town Expressway. (The official map procedure is authorized by Article 3, Sections 26-39, of the General City Law, Book 20, McKinney's Consolidated Laws of New York Annotated.) Here is what I found:

The official map procedure, somewhat simplified, in New York, is as follows: (1) A map showing a proposed reservation for highway purposes is submitted to the Board of Estimate of New York City by the Borough President concerned. In the case of the Queens Mid-Town Expressway, it was submitted June 25, 1953—to illustrate the timing involved; (2) The map is then referred to the City Planning Commission and the Director of the Budget; (3) The City Planning Commission sets a date for a public hearing on the matter. In the case of the above example, the Commission on August 25, 1953, set September 9, 1953 as the date of the hearing; (4) After the hearing, the City Planning Commission reports back to the Board of Estimate; (5) The Director of the Budget also makes his report to the Board of Estimate; (6) If these reports are favorable, and no opposition develops to the reservation, the Board of Estimate adopts the map which then becomes the official map of the city on that particular matter.

I was told by officials of New York City responsible for this program that in 98 percent of the parcels involved in any reservation under the official map technique, compliance is automatic or voluntary in the sense that the owners do not protest the reservation to the point of involving the administrative and legal machinery. Less than two percent of the cases are formally protested and must go to hearing.

It seems important to know something about the nature of this two percent, what disposition was made of the cases; the conditions attached to the granting of exceptions, if any; and in general, what concessions had to be made to the persistent ones, since the ultimate success of the device in other cities may depend upon what happens when the procedure is protested.

Accordingly, in the offices of the Board of Standards and Appeals, I investigated all protested cases for a typical year. There were a total of only 38 appeals taken on reservations made during 1950. In eight of these, the appeals were withdrawn before hearing; in one, the appeal was dismissed; and hearings were held on 29.

On a lot 100' x 100', located in a residential area, there is a 2-story frame dwelling; it is desired to erect a 2-car accessory garage on the lot. The proposed garage area is wholly within the bed of a mapped street, 134th Street. This mapped street has not been cut through north of Horace Harding Boulevard for a distance of three blocks, including the owner's area. The owner alleges that there is no present demand that the street be cut through now.

The Board of Standards and Appeals, under the power vested in it pursuant to Section 35 of the General City Law, authorized the owner to build the garage in the bed of the mapped street, as he desires to do, on the following conditions: (1) That if and when this portion of the premises is acquired by the City for the construction of 134th Street that the owner will remove this garage at his own expense and make no claim except for the value of the land so taken as may be determined by the court; (2) That in all other respects the proposed garage building shall comply with all laws, rules and regulations applicable thereto; and (3) That a certificate of occupancy shall be obtained for the existing dwelling and the proposed garage when constructed.

After reviewing the cases I have investigated, I find that most of the appeals granted were conditional grants, generally permitting the use and construction sought only for the period of time during which the mapped street in question remains untouched as a mapped street. The conclusion seems inescapable that the mapped street device as it is being used in New York City seems a very practical and effective means of reserving lands for street purposes in urban areas. It is possible that it could constitute one of the best answers to this problem.

*Economic impact of expressways.* While the expressway program in urban areas is gaining momentum in the United States, there are still some people who are seeking to learn precisely what economic impact such facilities of modern design will have upon urban land values and its land-use pattern.

In an attempt to document and evaluate such effects, the Texas State Highway Department, with the cooperation of the Bureau of Public Roads, undertook to analyze approximately 2300 bona fide sales of real estate which took place along the Gulf Freeway and also in sections of the city completely removed from the influence of this arterial. All sales for the areas studied in each of three periods—1939 to 1941, 1945 to 1946 and 1949 to 1951—were included. (A Study of Land Values and Land Use along the Gulf Freeway, Houston, Texas, 1951, Texas Highway Department.)



The mechanics of analysis were consistent with sound technique. Adjustments were made for changes in the value of the dollar during the periods investigated; the value of improvements, adjusted for changes in the construction cost index, were filtered out of the aggregate values; and other refinements were made.

The results of this study are amazing. The percentage gain in market values in the primary areas immediately adjacent to the Gulf Freeway (where land increased from \$0.65 to \$1.44 per square foot) was more than *twenty-four* times as great as in the areas only indirectly accessible to the freeway, (where land increased from \$0.57 to \$0.60 per square foot), and approximately *five* times as great as in the areas completely removed from the expressway (where land increased from \$0.98 to \$1.23 per square foot.) The percentage gain in market values in the secondary areas, close to the freeway but not right next to it (where land increased from \$0.89 to \$1.59 per square foot), was more than *fifteen* times as great as the areas only indirectly accessible to the freeway (where land increased from \$0.57 to \$0.60 per square foot) and *three* times as great as the regions completely removed from the expressway, where land increased from \$0.98 to \$1.23 per square foot).

The Gulf Freeway land value report contains a host of other, scientifically-derived data. I commend it for your perusal, if you already have not been exposed to it.

During the last few years, the California Division of Highways has undertaken a series of studies attempting to measure the impact of expressways on communities of all kinds; some of these are by-pass studies; some are before-and-after appraisals; and some are comparisons of what happened along a modern freeway and other comparable arterials of a lesser design. (See issues of California Highways and Public Works, for May-June 1948 to the present time.)

Incidentally, a top official of the Texas State Highway Department has recently asserted that if the properties within the zone of influence of the Gulf Freeway were placed on the tax rolls of the City of Houston on the basis of their increased value, the increase in revenue to the city would be sufficient to reimburse the city for its right-of-way contribution of \$3,500,000 in a period of only seven years. ("Expressways," D. C. Greer, Texas Highways, March 1954.)

In closing, I would take you back to the days of Gallatin, one of the pioneers in roadbuilding in the United States. In making a plea to the Congress for improved roads, he said that to make crooked ways straight and rough ways smooth would be one of the most effectual means of uniting the human race. Gallatin was right, at least as far as America is concerned, and his philosophy still applies.

While we have yet a long road to travel in improving urban transportation facilities, I sincerely believe in the capacity of our democratic institutions to produce action when confronted with an urgent need.

L. P. COOKINGHAM, City Manager, Kansas City, Missouri

## I. INTRODUCTORY REMARKS

**T**RAFFIC congestion and decentralization are two of the most difficult problems facing American cities today. For many years, people have been debating whether or not well-planned superhighways will solve traffic problems in metropolitan cities. While these debates continue, many cities are proceeding with broad and comprehensive plans and active construction of expressways and limited access highways.

Closely allied to the traffic problem is the threat of decentralization and its effect upon the value of the central business district in the city of the future. While it is known that decentralization and congestion are distinct barriers to the normal functioning of a business district, there are those who raise the question as to whether expressways can solve the traffic problem in metropolitan areas.

## II. THE PRESENT TRAFFIC PROBLEM

The problem of traffic congestion is not new, but few cities have been able to provide streets and highways adequate to meet the present-day needs. Consider the facts in the following table on the national increase of motor vehicles since 1914:

<i>Year</i>	<i>Vehicle Registration</i>	<i>Population</i>	<i>Persons Per Vehicle</i>
1914	1,700,000	97,468,000	57.33
1920	8,500,000	105,711,000	12.43
1945	39,500,000	141,183,000	3.57
1954	54,000,000	161,000,000	2.98

Past experience, the present situation, and the estimates of future traffic volumes make the solution of the traffic congestion problem in central business areas of greatest concern to every growing community. If there is doubt about the magnitude of the problem, let us look at some interesting facts:

A. There are now 54,000,000 registered motor vehicles in the United States. The estimate for 1970 is 70,000,000 registered vehicles.

B. There are two and one-half times as many vehicles in the United States as there are in the rest of the world.

C. There are more cars stolen in one year in the United States than there are cars in all of Soviet Russia. (Not important, but interesting.)

D. On the average, one million vehicle miles are traveled per minute in the United States. Seventy-three percent of this travel is for work, and 92 percent for work and shopping.

E. Seventy-six million people will use their cars on vacations in 1954 and will make 112 million trips, with an average of 1,700 miles per trip.

F. The increase in the traffic rate in the last seven years is approximately 70 percent.

G. Urban traffic congestion is costing New York City more than one billion dollars annually, according to a survey completed by the Citizens Traffic Safety Board of that city.

These facts are but a few that could be used to illustrate the present motor vehicle and traffic situation. The prospect of 70 million cars in 1970 should leave no doubt in the mind of any citizen as to the importance of avoiding "traffic suicide," which is inevitable if bold plans and decisive action are not adopted to meet the impact of tomorrow's increase.

### III. THE EXPRESSWAY

Unless we find a way to convince the motor car owner that he should not bring his car into the central business district, then I am convinced the expressway is the only acceptable and practical plan for moving the large volumes of traffic safely and quickly. We all agree that public transit could do the job if it did not have the competition of the private automobile, but we also know that the American motorist will not give up the freedom and flexibility his automobile offers in the way of personal transportation, even though it costs him much more than public transportation.

A. *Arguments Used Against Expressways.* There are those who maintain that limited access highways are not the best solution to the metropolitan traffic problem. Some of the arguments advanced are:

1. Expressways and freeways are so expensive that they cannot be justified except under the most severe conditions.

2. The physical structure of the city as we know it, is outmoded, and the city of the future will be totally decentralized. Those holding this view contend that the central business district is decreasing in importance and that in the future it will *not* be a major functional part of the city.

3. Expressways and freeways will promote decentralization and permit "bedroom suburbs" to be located even further away.

4. If freeways and expressways are constructed to serve the central business district, the congestion will increase rather than decrease.

5. Public transit is the solution to traffic in the central districts.

B. *Arguments for Limited Access Highways.* I believe that expressways are a vital element in preserving the central business district and can be justified. A few of the reasons for this belief are:

1. It is recognized that as a city or a metropolitan area grows and as congestion begins to set in, sites outside the central business district begin to assume a greater value and provide more convenience and accessibility for certain activities and services. With this "spread and sprawl" of the growing city, some business functions may be decentralized to meet immediate local demands. It may be that some of those who are so greatly concerned about "decentralization" are interpreting the normal trends of metropolitan growth as the mass movement from the central business district.



2. There must be a major highway system to guide this growth and development and to tie the metropolitan area together.

3. The construction of expressways must be regarded as an investment in the future of the community, for no large city can hope for a real future without adequately serving the ever-increasing traffic needs.

4. Suburbs develop and "bedroom" communities grow whether or not expressways are there to provide them with safe and fast access to the city.

5. Expressways near the central business district will not increase traffic congestion provided they are in close proximity to the district so that an adequate parking plan can be developed in conjunction with them. (Traffic studies for the report, "Expressways—Greater Kansas City," indicate that approximately 40 percent of all traffic in Kansas City's central business district is not in that area by choice, but that it must cross or pass through to reach its desired destination.)

6. From the apparent trend in public transportation passenger counts, the number of riders is decreasing from year to year. (The public transit system in Kansas City experienced a loss of  $5\frac{1}{2}$  million revenue passengers in 1953 over 1952, an over-all decrease of  $6\frac{1}{2}$  percent. The number of revenue passengers in 1953 was  $61\frac{2}{3}$  million less than in 1946, an over-all decrease of 47 percent during that 7-year period.) It would appear that the only way to increase the number of transit riders would be to outlaw or restrict the use of automobiles through the legislative process.

#### IV. THE CENTRAL BUSINESS DISTRICT

A. *Decentralization.*—Although decentralization of metropolitan areas is an established fact, it is also true that *certain* functions will not find sufficient patronage to exist in any location other than the central business district and will not lend themselves to any other location. This district is the core of operations—the nerve center—of the city and the metropolitan area. Suburbs exist only as satellites of the downtown area, and could not survive if their citizens could not depend on the jobs they have in the central city. Suburban shopping centers in most cases are dependent on the branches of the large department stores with their greater inventories and more highly developed service facilities.

B. *Characteristics of the Central Business District.*—The downtown area is the focal point of public transportation. It has many skilled professions, most of the hotels, theatres, and large department stores, with more extensive services and a greater variety of choice for shoppers. These cannot possibly be duplicated in the smaller centers. It has central distributing agencies; it is the center of financial operations; and it is the location for the offices of many national or international organizations. These are a few of the reasons why I believe that the central business district is here to stay, that it is a valuable area, and that it

should be served by the best traffic service that can be made available. The service includes both public and private transportation.

C. *Recent Study at Ohio State University.* In a study conducted by Ohio State University, it is reported that between 1940 and 1950 suburbs gained a little more than 4 percent of the total trade in the metropolitan areas, and that in 1950 the downtown areas still accounted for approximately 90 percent of the total of all retail trade. This report lists as attractions in the downtown district: lower prices, larger selection of items, greater variety of goods and services, and the psychological element, such as the adventure of downtown shopping and new experiences encountered. This, I am sure, is the answer to financing the expressways and freeways which are now necessary to serve our metropolitan centers but which it appears cannot be provided on any other basis than by specific charges for their use. In this same study, it is also reported that 90 percent of the persons responding to questionnaires claimed that parking was difficult in the downtown areas; 81 percent complained of traffic difficulties; and 71 percent were conscious of the cost of parking. However, *only 9 percent of the persons interviewed found these conditions important enough to keep them away from the downtown shopping districts.* This study was conducted in the city in which we are meeting today at the suggestion of the National Research Council, and has been repeated in Houston and in Seattle to check the methods used and the results obtained.

D. *Decentralization Trends in Kansas City.* It is important that each city observe the trends of decentralization and, when necessary, take steps to preserve the usefulness of the central business district. A recent survey in Kansas City indicates that over the past four years the net gain in rentable office space in the central business district exceeds by a substantial amount the space lost to outlying districts and to locations outside the city. Assessed valuations in the central business district, which comprises only one-half of 1 percent of the total area of the city, account for 15.2 percent of the total valuations of the entire city. In the face of the development and expansion of many local shopping districts in the past 10 years, this ratio has not declined. In Kansas City, 40 percent of all traffic in the metropolitan area is destined to the central business district. Expressways are making it possible for this traffic to conveniently enter and leave the central business district. Expressways are connecting the several neighborhoods of the city and helping to channel the trade and commerce to the central business district. Expressways are guiding the growth of the city so that the population is more in geographical balance with the central district.

#### V. KANSAS CITY'S DECISION

In Kansas City, the policy has been determined. Expressways are being constructed, and the central business district is being preserved.

The basis for the decision may be outlined as follows:

(A) A live and prosperous central business district is the most valuable privately owned asset any city can have; (B) A well-planned expressway system, complete with parking facilities and an efficient use of connecting and supporting major thoroughfares, will provide traffic relief in and around the central business district; (C) A carefully planned system of freeways and expressways will make the central business district accessible and convenient, and will place it in a position where it can compete successfully with outlying shopping centers.

## VI. KANSAS CITY'S PLAN

A. *Master Plan of Expressways.*—A report called "Expressways—Greater Kansas City" is the basic engineering report which lays out, describes, and supports the need for a system of limited access highways in Greater Kansas City. This report, published in 1951, recommends a system of routes which, when completed, will embrace approximately 35 miles of modern expressways and is now estimated to cost \$150,000,000.

B. *Progress of the Plan.*—One segment of this plan was completed in 1950 at a cost of 7½ million dollars, and in 1952 an agreement was reached with the Missouri Highway Department to construct approximately one-half of this comprehensive system within the next 10 years. An important crosstown expressway and a new bridge over the Missouri River, with freeway connections to the northerly city limits, are now under construction. The cost of this phase of the traffic relief program will be in excess of 35 million dollars, to be financed largely by tolls. In addition, a second bridge over the Missouri River from downtown Kansas City to the Municipal Airport, with a connection to a new International Airport, at an estimated cost of 13 million dollars will be placed under construction in the latter part of this year. This bridge and expressway connections will also be financed by the collection of nominal tolls, and will bring Municipal Airport within five minutes of the central business district and the International Airport within 18 minutes.

C. *Off-Street Parking.*—A comprehensive expressway system will not achieve its fullest usefulness without storage facilities for the automobiles once they have reached the central business district. To supplement private parking facilities, the city is building an underground parking garage with space for 1,200 motor cars at a cost of 4 million dollars. The reason for underground construction is purely aesthetic, as it is located opposite the Municipal Auditorium and the surface will be developed as a park to provide a more adequate setting for the Auditorium. The project is being financed with revenue bonds to be retired solely from parking revenues.

Another vehicle terminal with 1,800 car spaces is being build on the northerly edge of the downtown district as an urban redevelopment project. The site, now occupied by somewhat dilapidated and substand-



ard dwellings, will be cleared, and ground-level and modern multi-level parking facilities will be constructed by private capital on this site.

If the experience of the city in these two developments proves successful, and there is no doubt that it will, and if private parking facilities do not keep pace with the need, the city will provide additional off-street parking space through urban redevelopment projects or by revenue bond projects, or both.

### VII. WHAT ABOUT THE COST?

The cost of a system of expressways and limited access highways in urban centers is almost beyond comprehension, at least by municipal standards of financing. The estimated cost on Kansas City is three times the present general obligation debt, and the facilities are needed now. Does this mean that cities are not going to be able to provide these modern expressways? I think not. By the general acceptance of turnpikes and other toll projects, the motorist is announcing his willingness to pay for the use of modern expressways. Those who are not willing to pay the cost can still use the less adequate facilities, which are all that can be provided by the revenues available to states and municipalities for street and highway construction. By the payment of a use fee, the motorist is finding the modern facility safer, faster, and, in many cases, less expensive than the antiquated road, and gradually his resistance to the toll charge is lessened. In the years immediately ahead, I predict the demand for these expressways, which can be used by the payment of a nominal fee, will become so great that the reluctance of public officials to provide toll facilities will give way to the demand of the motorist who is willing to pay the toll.

### VIII. CONCLUSIONS

From this limited discussion, it is my conclusion that: (A) The central business district is the nerve center of trade, transportation, and economic activity in the metropolitan area, and it must be preserved; (B) A strong central business district has accumulated more natural "built-in" advantages over the years than any one of our many suburban centers could hope to incorporate; (C) The central business district is a most vital element in the city's structure, and what takes place therein has a distinct influence on development in all other parts of the city; (D) The expressway appears to be the only practical solution to our difficult traffic problems and, if properly designed, can serve the central business district and the metropolitan area to the advantage of both. It must be remembered that highways of the metropolitan area are the basic skeleton and framework upon which to plan growth and orderly development.

I should like to point out that most progressive American cities have decided that their central business districts are important and they

will continue to be important, and that freeways and expressways are the best means discovered so far to solve the traffic problem and to protect and preserve the area.

S. R. DE BOER, Consultant Planner, Denver, Colo.

I FEEL honored and pleased to participate in this fifty-year celebration of the American Planning and Civic Association. As I look back over these many years I can think of no group which has contributed more to the protection of American culture and its amenities and to the efficiency and livability of American cities. The Association's steady management, never failing vigilance and courage have saved many valuable monuments for the people of the North American continent. Its publications have been a guide to the problems of civic affairs.

More than two decades ago the students of city design realized the need for clear and unobstructed arteries to lead from the central areas of cities to the country and to other cities. It was at this time that the term *freeway* was coined. The city designs of this period showed the earliest lines of express traffic ways.

Together with these freeways these early city plans indicated the need for decentralization of our central areas. Even at the time of the model T Ford it became apparent that a time of utter confusion and crowding of these districts by traffic would confront us. These early plans were bold; many people called them visionary, a word which in the days of atom power has lost its meaning. Lack of sufficient vision, not too much vision is the bane of today's society.

Like the plans of Hitler in western Europe these early city designs did not consider the aftermath of decentralization, nor the after effects of fast freeways. Students of city designs were conscious of them but popular understanding could not follow that far. Today we are confronted with the fear that these two new developments will destroy the central shopping area and with it the heart of a city. It is my opinion that the heart of a city is as important to the life of a city as the human heart is to the human body.

A re-evaluation of the problems of the central shopping district is long overdue in most cities. It must be accomplished by a re-evaluation of the effect of the expressway on the central district as well as on all other sections of the city.

The movement for better planning of cities owes much to the highway engineers, who have cut their lines through the American countryside into the very center of the cities. In spite of their early plans cities did not assume leadership in this work but often have done hardly more than tolerate the work of highway builders.

These new expressways, and the ever increasing overload and confusion of traffic in the heart of cities have forced a business decentraliza-

tion which is steadily gaining momentum and seriously affects the make-up of the central district besides creating new confusion in traffic in outlying districts.

It is well that we analyze the basic principles involved in city design. In the first place, the purpose of highway building is to create channels by which traffic can move from one population center to another along the shortest and fastest possible route. In this respect we must recognize the change from similar highways of a few years ago when business frontage was a major consideration and rights-of-way were limited on account of this.

The expressway as a means to move traffic in an efficient way from one point to another is not necessarily limited to the movement of traffic in one city. A city can be of such minor importance that the expressway can ignore it and it can be so important that it cannot hurt it. In the great majority of cases, however, the expressway will have to serve first of all the traffic flowing to and from a city. This being the case, it must directly feed into the traffic moving into and around the central district or have connections with it which flow in and out of it in a very easy way.

Since the expressway becomes an unbroken barrier in the city's street plan, it is well for it to follow existing breaks in the plan such as those caused by rivers, mountains, lakes, etc. Railroads have long followed this policy.

The movement of traffic from one population center to another naturally focuses on the two centers of the cities involved. Traffic is a means to an end and not a final goal. The goal must be the effective operation of a city and a region. Most of the traffic must get to the heart of the city. Even a greatly increased decentralization will not eliminate the need for traffic to reach the very heart of the town. In many cities the highway line can bypass the central district but unless it is carefully planned, it does this at the cost of shifting the city's most valuable property. We now realize that the moving automobile is not the most important factor in business, but that the parked automobile is of far greater importance. We, therefore, reach the theoretical idea that automobiles must reach into the heart of the city but when they reach a certain point, which would be within walking distance of the very center of the shopping district, there must be space to leave the automobile. The awakening of our citizens to the need for off-street parking has done more, and is doing more, toward protecting the downtown district from deterioration and to keep it as the heart of the city, than anything else.

Many of these matters seem to me nothing but problems of planning, which I hope and believe means thinking. Our city designs must be restudied, first in the light of the changes in the central districts and, second, in the light of the effects of freeways on the other districts and



the problems they cause in housing, educational and recreational layouts.

I should like to enumerate briefly some of the design items in this respect which must be analyzed by the cities of today.

As *item one* I would place the need for a theoretical pattern which cities can build to, though not follow slavishly. Something which a councilman can understand.

As *item two* I mention the need for intensive studies of the central district, in regard to land use in order that non-conforming land uses can be eliminated vigorously and logical uses encouraged, especially space for off-street parking.

The *third item*, simultaneous with the others, it seems to me would be a study of the traffic arteries and how they should bypass or go through the central districts. Such plans must take in a new study of circular boulevards, effects of bypassing outside of the city and use of already existing breaks in the city design caused by rivers and other objects for the expressway. For existing cities these circular bypass roads may have to take on the shape of rectangles.

The *fourth item* I would make a study of the maximum size city to be built on a site and the possibility of rings of secondary cities. It is now known that from the standpoint of economic operation a city can be too big as well as too small.

As a *fifth item* I should like to consider the possibility of separating the main city from its ring of secondary towns by a belt of green land, farms, golf courses, parks, institutional grounds.

## Opportunities for Growth in the Central Business District

ARTHUR RUBLOFF, Chicago, Ill.

WHILE the problems relating to *Opportunities for Growth in the Central Business District*, are complex—they can be solved. Principally, the job requires interest and determination on the part of those who have, or can be made to have, sufficient civic pride in backing a well conceived plan or program toward the betterment and improvement of the central core of our cities, which in effect makes possible the growth potential desired.

There are two groups to be considered. The first group is made up of that small segment of men in industry or business who control the capital and the power that goes with it. The second group consists of the local governmental authorities which represent the taxpayers.

The combined forces of business, which control capital and have the power, and our political bodies which represent the taxpayers, have it within their means to further the possibilities for growth in the central

business districts, provided they are properly coordinated and have the desire and will to do so. I am not overlooking the necessity for the need of money to further any program in connection with growth or betterment—but money can be acquired providing a well conceived plan is developed and those who have the most at stake can be brought into play as a team.

There is no substitution for the implementation of our civic pride as it relates to not only the central core of our cities, but all communities. Anything that any of us can do along constructive lines toward the betterment of our cities should be considered a selfish privilege. The resultant gains inure to our respective benefits—whether as private citizens or businessmen.

Unfortunately, the fact is that too few either have the interest or care to give the time. Sadly enough, unless the leaders of our respective cities continue to take an active part and substantial interest in community problems, which has to do with their growth potentials, the repercussions can be severe. One of the most unfortunate problems with which we are confronted is the overdevelopment of commercial real estate relating principally to shopping centers.

In many instances we have built without regard to proper planning or judgment, and as a consequence many areas are already over-stored. As I have said many times, and continue to say, generally speaking we do not need more stores. Actually, our need is for better stores. The fact remains there is just so much spendable income in the country as a whole or as it may apply to any given municipality or locale. More stores, whether individual or grouped to form shopping centers or strip developments, competitive to already established business areas, obviously will tap the spendable income supporting these business sections. The end result is a division of sales which will ultimately support neither.

I am a firm believer in the proper development of regional shopping centers or for that matter strip developments, providing: (1) There is an absolute proven need for the facility; (2) There is sufficient spendable income in the area to support it; (3) These types of developments do not compete ruinously with our already established business areas.

Upon these conditions I have continually advocated and encouraged the proper development as well as redevelopment of all types of commercial property.

Hardly a day passes that new shopping center developments are not announced in cities all over America. It has reached a point where almost anyone who owns a piece of acreage located good or bad, comes to the conclusion that they ought to build a shopping center. Home builders—whether they build 300 homes or 1,000 homes, immediately set aside vacant land, feeling they need to augment their building program by including either strip developments or shopping centers. Despite the fact that Chicago and its environs is perhaps the most difficult

city in which to build retail shopping centers or strip developments, there are in the conversational or planning stage some 25 or 30. In North Kansas City, Missouri, having a very limited trading area, there are three planned within  $1\frac{1}{2}$  miles of each other and of the central business district. There are several planned in Indianapolis, and Louisville; 15 in Detroit, and I understand here in Columbus you have 5 shopping centers already built. On the Eastern Seaboard they are being built so rapidly and so closely competitive to one another that only time will prove the tragedy. The foregoing is but to mention a few.

With spendable income and employment at its highest level in the history of our country, the demand for living facilities both rental and self-owned, increased to such proportions that it necessitated an exodus to the peripheral outlying suburban areas of our various cities, only because here land was available at low cost in acreage or large parcels suitable for mass or custom construction of homes. Building was made possible by easy financing, readily obtained through F.H.A., Savings and Loan Associations, and other sources. As the building boom continued in these outlying areas, so did construction of commercial properties follow. At first consisting of so-called small strip developments of six or more stores and then increasing in size and proportion to what are now considered to be major regional shopping developments with parking facilities, without regard in many instance, to points I have already made—the proven spendable income of the community and need for the facility, or to the competitiveness of already established business centers.

Today, throughout the country, there are thousands of so-called shopping centers in the planning or building stage. There is absolutely no question that we have reached an overdevelopment of commercial real estate. If the trend continues, which it appears to be doing, it will destroy the value of millions of dollars of real estate through the demoralization of many of our established business areas. This over-expansion obviously could bring about the foreclosure of large segments of commercial real estate of inestimable value.

Growth in our Central Business Districts is predicated on those changes or improvements which are required or necessitated with the changing of our times. Most of our cities are old in concept. They were conceived without proper planning and were not built with an eye to the future. As a consequence they started to decay almost as soon as they began. In addition to the usual obsolescence that unfortunately thrives in all of our cities, the automobile and transportation are the two biggest factors in affecting the growth of our central business areas, because we have been slow to provide adequate highways or rapid forms of transportation from our peripheral areas to the inner core. Also, we lack sufficient parking facilities properly to accommodate the automobile. This, likewise, has further induced decentralization.



While our downtown areas have been on the decay, suburbia, as I have pointed out, has grown at the fastest pace experienced in the history of our country. We are seeing this transition take place to the detriment of already established business areas—not necessarily because suburbia offers all attractions that may be desired for proper living, but rather because many of our old residential sections and the areas adjacent to our central business districts have decayed even more rapidly than the central business sections themselves. As a consequence, many of our business areas downtown are encircled by a ring of blight. As time passes, we find more blighted areas surrounding, choking, and degrading more of our business sections today than at any time heretofore.

Up to a point the movement to the suburban or peripheral areas of our cities is healthy, for it reflects growth in our urban population—an expansion of our natural resources, and a furtherance of the new way of our American Life. If the movement to suburbia is one of natural growth in population and not because of inadequate housing, unhealthy and uneconomic work shops and so-called obsolete commercial areas within the city, or because of so-called vehicular congestion, obsolete transportation and lack of parking facilities, the movement is satisfactory.

If, on the other hand, the movement of population from the central core of our cities carries with it a movement of capital and merchants, the movement is not only distinctively unhealthy but tremendously damaging and the full impact of the repercussions has yet to be felt. Our cities represent an investment of capital and labor of many billions of dollars, and obviously if the movement to suburbia continues at its present pace, it will simply mean that we can look forward to ghost towns and an economic collapse that would be impossible to reconcile.

Please remember the central core of our cities carries the largest share of the tax burdens of the residential areas they serve. They are the very heart of our cities. These heavy taxpaying areas must be conserved, rehabilitated and improved by public and private interests working hand in hand.

The principal obstacle in developing a coordinated plan for the improvement for the growth of our cities as well as the removal of blight is the diversification of ownerships. It is difficult to acquire sufficiently large areas of land in which to do a first rate planning job. True, we have the power of eminent domain, but the costs involved, and the time consumed, lead to many problems. In many states the laws vary, and should be amended to meet our changing times.

While on the surface it appears to be incredible, it is difficult to make those who have large investments in our downtown areas believe that whatever they do toward solidifying and improving our central cores, automatically works to their respective interests. Too many have taken it for granted that our cities are aged, outmoded, obsolete, deteriorated, and laden with blight, without giving proper consideration

to a cure-all for some of these ills. As a consequence, some believe that the simplest and easiest way out is to move to the peripheral or suburban areas where they say they can build better, cheaper, and easier, with ample parking facilities, and of course, by so doing, they feel they also by-pass the obstacles of congestion. These are not the facts, however. Congestion is not necessarily eliminated by locating in suburbia. As vehicular traffic increases, the problems of congestion are also increased—wherever you go.

This is where we must bring our forces together and come to the realization that if we do not coordinate our efforts to stop the movement, it will be practically suicidal. Obviously, then, what we must do is to improve our cities, and I repeat—the job can be done.

The builders, the architects, the entrepreneurs, the real estate profession, the city planners or plan commissions, financial interests of our municipalities and local and national governmental bodies, must work together if we are to save our cities. This has been proven in Pittsburgh as well as other cities throughout the country, and we are further proving it in Chicago.

An excellent illustration is what the Chicago Land Clearance Commission is doing in the way of urban redevelopment. The Chicago Land Clearance Commission was first organized in 1947, working under the Blighted Area Redevelopment Act of 1947 to help private enterprise revitalize our city. Mayor Martin H. Kennelly appointed a group of outstanding citizens to form the Housing Action Committee. This Committee sponsored and secured the legislation to make this program possible. By early 1949 our Commission had begun its first major redevelopment of assembling a severely blighted area of over 100 acres in close proximity to our Loop, which was sold to the New York Life Insurance Company, which is sponsoring this project. A total of 2,000 units was planned, including parks, schools, underground garage and other public facilities. This project is well on the way toward completion. The 725 individual parcels which comprise this area were acquired by the Commission. The 3,200 families who formerly lived in this slum area were relocated. In all, 733 buildings were demolished. This, then, is an example of what the pool of private enterprise and municipal authorities as a team can do in the revitalization of our cities.

The Commission has expanded its program to include many other types of redevelopment. However, no more fitting example can be brought to your attention than the Commission's Redevelopment Program in cooperation with our Chicago Plan Commission relating to the 63rd and Halsted Street Business area, ten miles southwest of our Loop, which generates the highest volume of business outside of our downtown area, approximating \$150,000,000 per annum. The plan outlines the following: (1) Construction of a one-way traffic perimeter around the district, using existing streets as far as possible; (2) Routing all private

vehicles into the traffic perimeter (none would enter the district itself); (3) Route all mass transit vehicles through the center of the district, either at grade or at subway; (4) Acquire and clear all residential buildings and other non-conforming or obsolete structures inside the perimeter; (5) Eliminate all local streets inside the perimeter; (6) Provide parking and service facilities on cleared and vacated street areas. A huge parking plan for this area is already under way and will be completed shortly; (7) Narrow the streets through the center of the district to one lane for public transportation, with cutouts for loading points, and the widening of existing sidewalks to create more ample pedestrian thoroughfares; (8) Remodel the rear of commercial buildings for greater service efficiency and to give attractive facades facing the parking lots contiguous thereto; (9) Plan simple coordinated architectural treatment throughout the center; (10) Initiate a cooperative organization of land and business interests inside the perimeter to coordinate the development, architectural style, maintenance and continued public improvements.

It is estimated that this entire revitalization program will be completed for approximately \$10,000,000—an infinitesimal fraction of the total cost or value of existing land and buildings, estimated in the hundreds of millions.

As a further illustration of what can be done in connection with the revitalization of our cities is a plan that I originated and sponsored in Chicago in 1947, for North Michigan Avenue and environs. Motivated entirely by my desire to make a civic contribution to Chicago, I promoted what is known as North Michigan Avenue's "Magnificent Mile," a \$200,000,000 revitalization program sponsored and advanced entirely by private funds and initiative.

In cooperation with John Root, head of the architectural firm of Holabird & Root & Burgee, we prepared an outstanding plan and redesigned the entire area. I was so intrigued with its potentials that I spent \$50,000 initially of my own funds to begin the program and advance the plan. I then called together 250 of our top civic leaders at a luncheon and presented to Chicago my plan for the "Magnificent Mile" as a civic contribution toward its betterment. Huge murals on a black velvet background and a scale model were presented to this group, outlining the plan. To say that I made a dramatic presentation to this group is an understatement. They were inspired and thrilled—  
anxious for the plan to move ahead.

The name "Magnificent Mile" was coined by the Public Relations Counsellors whom I employed so as to better identify that portion of North Michigan Avenue keynoting the plan, approximating eleven blocks in length, beginning with the Wrigley Building and the Tribune Tower on the south, and ending with Oak Street or the Drake Hotel on the north. The area encompassing the entire plan to which we refer



is bounded on the north by North Avenue, on the south by the Chicago River, Lake Michigan on the east and Wells Street on the west—an area approximately one and one-half square miles.

The “Magnificent Mile” may be compared to Fifth Avenue in New York and the Champs Elysses in Paris. It is the fashion and luxury Avenue of the mid-west.

I was successful in committing approximately \$35,000,000 of private funds to the key elements of the plan which started the ball rolling, and to date about \$90,000,000 of private funds have been expended toward this revitalization program. In another eighteen months we will have most of our parking problems solved with the inclusion of nine public parking facilities spread throughout the area. We have just completed one of the most beautiful systems of lighting to be found in any city anywhere. If any of you should ever have occasion to drive down the Magnificent Mile I am sure you will agree with me that it is exciting. We spent approximately \$100,000 to plant trees along the “Magnificent Mile,” to add character and beauty to the avenue. Further landscaping and parks are planned. There is no substitution for parks, landscaping and plenty of light and air as it relates to the betterment of any area.

The plan was approved by the Chicago Plan Commission and received wide public acclaim throughout the country. The public acceptance in Chicago was wonderful. This only proves that people are anxious to see our cities improved and will want to remain in them if they are provided with proper living conveniences and public facilities.

Not entirely without dissension, however, did my plan succeed. There was a small group of jealous individuals who did everything they could to block it. I was accused by them of making a vast personal fortune and received many abuses for my efforts, but these few at long last have disappeared over the horizon and now all is serene and smooth.

With the presentation of the Plan to Chicago, an organization was formed now known as the Greater North Michigan Avenue Association, made up of approximately 400 members comprising all of the prominent property owners, merchants, home owners and residents in the area, who, together, are doing an outstanding job in bringing the program to its ultimate realization. Membership dues approximate about \$85,000 per annum.

I make this illustration to you not to seek any credit or acclaim for myself, but merely to convince you that the job of revitalizing our cities, which is the fundamental basic element of opportunity for growth, is by no means impossible. If we can harness the talents of men such as you who are our city planners, government bodies and financial interests as a team with an “I WILL” spirit, and a desire, we can accomplish a job in which each and every one of us has not only a stake, but can benefit greatly.

I know of no group which is better qualified to further the growth of our American cities than you men who head the various Plan Commissions of the cities you represent. If you wish to see the intensified redevelopment of the heart of our cities which make this country great, including new super highway systems which offer better transportation direct to central points, ample parking facilities, and the redevelopment of our blighted areas with proper land uses, all in accordance with a well considered comprehensive master plan, implemented by rigid building and zoning regulations, then you can play your part by convincing half a dozen or more of your prominent citizens to take the lead in cooperation with your municipal governing bodies. You can make a strong effort toward discouraging unwarranted commercial development and the building of shopping centers by refusing to grant rezoning where the need is not warranted. This, in itself, would be one of the greatest contributions that you can make to your respective cities.

I am absolutely convinced that private capital, with governmental assistance can improve as well as rebuild our cities by removing blight, congestion and obsolescence if we can work as a team just as private capital, private initiative and that great American force known as "competition" originally built up a strong America—so can these forces eliminate the ravages wrought by age and swiftly changing economical, technical, and sociological conditions. They need only be shown the way—they cannot do it by themselves, nor should they be expected to. As City Planners, I know of no one more capable of playing an important role in this direction.

In conclusion, may I repeat that private capital needs your help in its efforts toward saving American cities from creeping paralysis. A strong America can do much to bring about a better day for a troubled world. A strong America depends on sound economy, and a sound economy is based on proper urban redevelopment. Armed with the proper tools and the coordination of proper team work, private enterprise—with your help—can and will build a better America.

EDITOR'S NOTE.—Mr. Rubloff then introduced Mr. Nathan Van Orsdol, a member of the well known firm of Skidmore, Owings and Merrill, architects for the Fort Dearborn project, who has given practically his complete time and effort to handling the tremendous detail involved. Mr. Van Orsdol presented graphically in exhibits and slides a pictorial account of what is planned for the Fort Dearborn area, an excellent example, declared Mr. Rubloff, of the type of effort required to further the growth of and anchor our American cities.

## Lincoln Village

JIM FOLEY, Public Relations Department,  
Peoples Development Co., Columbus, O.

THE dream of every city planner in the country is becoming a reality in Central Ohio on a high plain west of Columbus. On land which, until recently, grew food, a whole city is growing. It is actually a city "planned from scratch."

Called Lincoln Village, the community is being built by the Peoples Development Company, a real estate development subsidiary of the Farm Bureau Mutual Automobile Insurance Company whose home office is in Columbus.

While the insurance firm operates in the populous states along the eastern seaboard, after a thorough survey it found ideal conditions for the "model city" development in its own back yard.

Columbus has been a boom town. It had a population increase of over 38 percent since 1940. One of the fastest growing cities in the country, it swooshed ahead of Cleveland, Cincinnati, and other large midwestern communities in rate of growth.

The farm folk who migrated to the capitol city, along with industry, at the outset of World War II, never went home. A large reservoir of trained labor was ready for the tapping, by peace-time industry. A bonanza of new firms moved in to absorb it.

People and industry continued to gravitate to Central Ohio and it was this situation which helped to bring about the decision to build the planned community in the Columbus area.

There was another potent factor, too. Most of the 142,355 people who came into Franklin County between 1930 and 1950 settled in Columbus' north end or in the area on the east side. The south and west segments were nearly dormant. The gods who watch over civic planners smiled on the drawing boards of the Lincoln Village engineers. West of Columbus, almost adjoining the city, were 1170 acres of raw land which had made up a large part of one huge farm.

In the Spring of 1952, negotiations were begun and soon the Peoples Development Company had acquired 1170 acres of land ideally suited for the development of an entire community. The following months were devoted to specifics and to solving the complex problems which go with street and highway layouts, utility negotiations, and land planning.

On April 16, 1953, a tall, slim, New Englander, Murray Danforth Lincoln, President of the Farm Bureau Insurance Companies and the "father" of Lincoln Village, climbed atop a giant earth mover and posed for photographers at the ground breaking ceremony.

By this time, it had been determined that some 550 acres of land would be devoted to industrial development, that the first housing



area would contain 325 acres of single homes and apartment units and 65 acres of shopping and commercial facilities, and that the second residential area would be 230 acres in size.

Physically, the property can be spoken of as containing four general areas. It is bisected by U. S. Route 40 which extends from New Jersey to California.

The industrial area which lies on the north side of the highway is 236 acres in size and is serviced by the main line of the Pennsylvania Railroad. The 314 acres which make up the south industrial site are intersected by the New York Central Railroad.

The location of the community 550 miles from New York and 316 miles from Chicago and the rail and truck facilities immediately available, prompted Peoples Development to adopt the slogan "Locate Your Business Half a Day From Half The U.S.A." Industry seems to be convinced of the feasibility.

General Motors' post war Ternstedt plant is a Lincoln Village neighbor. It hires some 5,000 employees who make hardware for G-M.

The Westinghouse Electric Corporation, another Lincoln Village neighbor, is putting the final touches on the largest factory it has ever built. Home refrigerators have begun to roll off the lines and employment is around the 2,000 figure with a potential of 6,000 to 7,000. Peoples Development is working with the Company to recruit engineering specialists from other Westinghouse plants by providing "fringe" benefits.

Five industrial sites have already been sold in the "model city" and construction has begun on two facilities.

In an effort to keep pace with the industrial development, building is being rushed in the initial housing area. About 100 single homes are under construction with scores more planned for the 1954 building season. The developers have laid out lots for 864 single homes and several hundred apartment units in this section. The famous John W. Galbreath organization, now in the process of developing Manhattan's newest skyscraper, "150 E. 42nd," have been given exclusive residential sales rights and the sale of homes has already begun.

In order to prevent the "peas in a pod" look, architecture is being varied from Contemporary to Colonial and materials include frame and masonry. One, one-and-a-half and two story houses are being built. Prices range from \$12,250 to \$34,000.

In the street layouts, the conventional pattern of small rectangular blocks has been abandoned. Instead, spacings will be three or four times the usual distance. The emphasis upon "king size" blocks will reduce the number of intersections to a minimum. The widest street in the Village is a 62 foot boulevard running along the shopping center. Thoroughfares will be 36 feet wide ranging down to 26 feet. In the housing areas, the streets are being curved, thus discouraging speeding.

Lots vary in size and corner sites are being laid out in such a manner as to eliminate "blind" intersections. Parks and playgrounds within the community are being nestled in areas where traffic safety can be provided. Public walk-ways will be built to eliminate long walks to school where the "king size" blocks would work hardships.

In the "from scratch" planning, it has been possible to locate the shopping center where it can easily be reached from all of the residential sector. Lincoln Village will also bring to the midwest, one of the first super deluxe mall type shopping centers. The firm of Gamble, Pownall & Gilroy of Ft. Lauderdale, Florida, designers of the famous Sunrise Shopping Center in that city, are drawing the plans. Target date for the opening of the first stores in the center is Easter, 1955. Engineers hope to complete the entire community by 1960.

Carl R. Frye, Vice-President and General Manager of the Peoples Development Company maintains that Lincoln Village will be the ultimate in Twentieth Century living. Says Frye, "With few exceptions, the American cities of today are made-over relics of another day. The nucleus of almost every community is a deteriorated core. In Lincoln Village we have had an opportunity to start with a fresh seed, and we feel that the fruit of our efforts will be a community truly planned from its birth."

## Zoning Round Table

FIRST SESSION—MAY 19, 1954

PANEL: Chairman: Flavel Shurtleff, Counsel, American Planning and Civic Association.

MEMBERS: Carl Feiss, National Capital Planning Commission, Washington, D. C.  
Hugh Pomeroy, Director, Department of Planning of Westchester County, White Plains, N. Y.

R. B. Garrabrant, Secretary, Industrial Council of Urban Land Institute, Washington, D. C.

Albert E. Redman, Director, Industrial Development Department of the Ohio Chamber of Commerce, Columbus, Ohio.

Ladislav Segoe, Planning Consultant, Cincinnati, Ohio.

REPORTER: Granville W. Moore, General Manager, Greater Dallas Planning Council, Dallas, Texas.

AS IS always the case in any conference in which Flavel Shurtleff is a participant, the Zoning Round Table session opened with evidence of eagerness and interest and was accordingly treated with timely and challenging remarks by Mr. Shurtleff to whom we are deeply indebted for his able service in presiding over both sessions.

Opening with the assertion "Zoning is the sovereign power of government," the temper of the meeting was immediately established by the Chairman when he stated that the discussions would deal with the regulatory powers exercised by government in zoning. Contrary to the usual premise that zoning came into being under the *bealth, welfare*

and moral clause, Mr. Shurtleff declared the session open for discussion by asking the question "are we now zoning strictly as to the original purpose or should we give more credence to zoning as a community benefit in the larger aspect?"

Mr. Carl Feiss recited a recent Supreme Court ruling which has moved up from the lower court wherein residences previously barred by zoning were approved in industrial areas. The decision was not considered as being a case for establishing precedent but nonetheless was interesting inasmuch as the decision was made on its peculiar merits. This reference coincides with the theory of zoning for the community benefit.

Mr. Redman inquired as to the practicability of including in zoning ordinances specific requirements as to *site planning*. After comment by Mr. Garrabrant that area design for land use was primarily the objective of zoning and reciting conditions of an ordinance recently enacted by Courtland, New York wherein the ordinance provided that "it may require *site plans* on its own initiative," Mr. Segoe took the position that site planning should only apply to areas already zoned. It was the consensus of the panel that peculiar circumstances might justify "site plans" after zoning had been established. However, it was pointed out that in the absence of statutory delegation, the question obviously arose—is a planning board competent to pass on site plans? It was further developed by Mr. Segoe that in his opinion, site planning legally could only be made by contractual arrangement. It was Mr. Garrabrant's opinion that such an interpretation could not be valid inasmuch as police power cannot be contracted.

Mr. Eastwood of Dade County, Florida, stated that the Dade County Planning Commission had been using "site planning" for three years. However, for any aggrieved person, recourse was open to him through a five-man Board of Appeals appointed by the Governor.

The question of the use of zoning to obtain dispersal was presented to the panel. Mr. Redman was of the conviction that zoning *per se* would not be effective, pointing out that the profit motive, and not zoning would determine location regardless of the desirability of dispersal.

Mr. Garrabrant voiced the opinion that initially zoning is a negative device and to be effective, should be in the form of implementation of planning and should be wisely used in supporting industry in motion—dispersal notwithstanding. The Chairman submitted the problem now prevalent among many small towns anxious to obtain industry. In many cases these smaller cities are zoning large areas for industry. The problem, therefore, is, if industry is not obtained *what happens meanwhile?* He was quick to point out the simple device of zoning alone does not persuade plants or other forms of industry to choose sites.

Mr. Segoe requested permission to refer back to zoning as a device for effecting dispersal and pointed out instances where zoning can be



effective in population dispersal as to certain types of plants such as manufacturing fireworks, shells and ammunition, etc.

*Mr. R. S. Fredericks* of Memphis, after revealing specific hardship cases brought before the Board of Adjustment and more particularly having reference to very small operations in residential areas such as beauty parlors and after hours doctor's offices, submitted to the panel the question "shall residential areas zoned as such be kept strictly residential?"

*Mr. Pomeroy* generalized by answering "that if the area is clean as to residential uses, it should be so kept but was of the opinion that borderline cases where there was a sharp distinction between the pure residential area and questionable areas of conformance, in the interest of community benefit, such variations might be practical." The Chairman added an admonition that it should be distinctly understood initially that any request for variance should actually be an undue hardship case and particularly one of a special nature before the Board of Adjustment should even consider. At this point *Mr. Eastwood* projected the thought that Boards of Adjustments should be allowed to handle only area variances and not specific cases. At this juncture, *Mr. Garrabrant* very wisely observed that any zoning ordinance must spell out distinctly the specific authority of the Board of Adjustment removing any essence of vagueness.

To the question pertaining to apartment uses in areas re-zoned for airports, particularly where areas have been recently annexed, the panel was in unanimous agreement with *Mr. Garrabrant* that it became a legal question as to vested right. However, the questioner was advised that a number of States required their zoning ordinances to provide a limited time for conformance and further that any proposed construction must have shown evidence of the start of actual construction prior to the effective date of re-zoning. The Chairman interposed to venture the opinion from a legal point of view that "if no permit had been issued prior to the effective date of the re-zoned airport area, then no right existed."

*Mr. George Smeath*, Salt Lake City, stated that in his area they had been accustomed to filing zoning ordinances with the County Recorder inasmuch as they had both city and county zoning by districts. Protests had been made by property owners claiming ignorance of the existing zoning ordinances. He asked specifically, "how can you legally inform the public as to existing zoning ordinances?" The Chairman suggested that the more common procedure was by official publication in the legally designated local press whereas some cities required printed circulars to be distributed under an official plan. The Chairman reminded the questioner that the aspect of official publication should be amply covered by the City Charter and/or the method of public notice be made a part of the zoning ordinance.

*Mr. Francis A. Pitkin*, additionally noted that Pennsylvania formerly required the recording of all zoning ordinances by filing them with the Recorder of Deeds.

*Mr. C. C. Robinson*, of the Northern Virginia Regional Planning Commission, asked "where does *zoning* stop and where does *special use* begin?"

*Mr. Pomeroy* advocated ordinances spelling out details listing specific uses permitted and likewise those to be decided by a Board of Adjustment. Chairman Shurtleff added additional emphasis to the answer by an emphatic statement that "any zoning ordinance that was not clear should be repealed in order to remove any semblance of vagueness and then re-enact the ordinance carefully delineating the permitted uses and clearly stating the zoning of authority vested in the Board of Adjustments." The entire panel was unanimous in this recommendation.

#### SECOND SESSION—MAY 20, 1954

PANEL: Chairman: Flavel Shurtleff, Counsel, American Planning and Civic Association.

MEMBERS: Albert E. Redman, Director, Industrial Development Department of the Ohio Chamber of Commerce, Columbus, Ohio.

R. B. Garrabrant, Secretary, Industrial Council of Urban Land Institute, Washington, D. C.

Ladislav Segoe, Planning Consultant, Cincinnati, Ohio.

REPORTER: Granville W. Moore, General Manager, Greater Dallas Planning Council, Dallas, Texas.

THE second morning session of the Zoning Round Table operated generally in the sphere of zoning for industry. Chairman Shurtleff reviewed briefly the recent Connecticut case wherein the State Supreme Court ruled that barring residential use in areas exclusively zoned for industry was unconstitutional where no present industrial use had been established even though it had been previously zoned for industry. His additional comment was that perhaps we were, in some instances, going too far if, in long range zoning, prohibitive uses were named. He suggested that a better plan would be to leave open for special exceptions before a Board of Adjustment. It was also his opinion that the courts would look upon zoning with more favor if our ordinances would recognize rights of land ownership use as being preserved and certainly it would not imply confiscation by setting out prohibitive uses in long-range zoning. The question was asked: "How to make long range zoning stick?" Blocking out large areas for defense plants could involve complications. *Mr. Bromm*, Milwaukee, stated "The county has zoning authority but does not exclude residential uses in industrially zoned areas. Now, the problem is that these areas have been annexed to the City of Milwaukee which does have residential restriction." He further stated that in order to preserve large tracts for possible industrial expansion, there might be a provision made for naming agriculture as a land use prior to any specific need for industry. It was *Mr. Segoe's*

opinion that the zoning ordinance should be drafted with sufficient flexibility to accommodate local economy and the benefits to the local citizenship since in the final analysis, these conditions would more or less control. He offered the practicability of leaving the area open and applying the new theory of *site plans*.

*Mr. Redman* was convinced that we must change our concept of zoning which heretofore has been "any area not fit for residential use give to industry." He voiced his conviction, based upon both practical and human experience, that zoning should provide comparable protection to industry against the encroachments of land use. He emphasized that when subsequent industrial expansion fails to find sufficient area in which to expand, often, there is jeopardized not only the investment to plant facilities but an actual impairment of the value of the plant site. He recommended that performance standards as to filling the needs of the community also should have consideration. The Chairman noted that his attention has been called to cities needing an increase in the tax base local administrations which were inclined to place industry anywhere it wanted to go.

*Mr. Pitkin* inquired of *Mr. Redman* as to the available sources from which adequate information might be obtained to serve as a guide in setting up *performance standards*. *Mr. Redman* replied that the National Industrial Zoning Committee was to publish soon a booklet setting forth the factors by which these standards might be determined.

*Mr. Garabrant* informed the conference that the Urban Land Institute had recently developed a set of standards which involved a town near Baltimore, Maryland. It included such things as set-back limits, fire hazard, grade levels, odor, vibration and smoke pollution. He recited circumstances in another city in Michigan. *Mr. Ed Heiselsberg*, Director of Planning, Annapolis, Maryland was mentioned as another source.

*Mr. Segoe* was of the opinion that objectionable features would have to be determined and translated into some practical formula.

*Mr. Redman* suggested that probably a more practical plan outside the realm of zoning would be to steer available land having an industrial potential into strong ownership such as railroads, local industrial corporations and other local interests.

*Mr. Segoe* noted that many local utilities are being urged to expand local holdings for future industrial use. This procedure in those cities interested in the search for industry provides an ideal opportunity for locally financed corporations in the buying and holding of sites for industrial use.

*Mr. H. E. Todd*, Industrial Agent for the B & O Railroad, declared that in one week his office received many requests for industrial sites and none of the requirements coincided. This led to the question "what is an industrial site?"



*Mr. Todd* said that in Indiana no large tracts were initially zoned but followed a rule that if 100 acres or more were needed by a recognized and responsible group, experience had proven that the area would be most likely zoned according to actual intended use.

*Mr. Redman*, having studied industrial requirements, summarized recent requests which indicated that the trend was toward increased needs for larger industrial sites, due to the growing influence of the campaign for dispersal of productive potentials; the efficiency of one story plant operations affording straight line production and the increasing industrialization brought about through the increasing number of technological developments.

*Mr. Shurtleff* told of an experience in a Connecticut town where large areas were zoned residential has now changed its mind by attempting to convert a good many sections into industrially zoned areas. As a result of this experience, the implication would be to leave these areas open and permit industry together with local interests to pick out a site and then prepare an appropriate site plan. He then asked the question "is that a good plan for industry and is this a good approach?"

*Mr. Segoe* replied that analyses of one survey attempting to answer this question showed that a ratio of 7 out of 9 plants preferred areas already zoned.

*Mr. Tom Wallace* presented a challenging question to the panel, asking "what is to be done about air pollution and how can it be corrected and still attract industry?" His question was double barreled in that he immediately followed with a related query "should you depend on local or state laws?"

*Mr. Segoe* offered the suggestion that whatever attempt might be made toward control, if not specifically spelled out, could very easily become a political football. Apparently, control in the hands of local committees using some standard or basic formula appeared to be best. Ohio was cited as an example of having a state law giving cities jurisdiction with respect to zoning in areas adjacent to the corporate limits and extending outward to a total distance of 3 miles.

*Chairman Shurtleff* concurred in this general analysis, particularly recommending the use of local zoning ordinances rather than any rigid state law.

*Mr. Howard C. Miller*, Los Angeles, submitted for forum discussion problems now existing in Orange County (California). The case in point involved what appeared to be overzealousness on the part of zoning commissions whereby large areas had either been zoned for agriculture or residential use to the exclusion of industry with the apparent purpose of attracting large-scale residential subdivisions. Experience has now shown that these areas from the viewpoint of a tax-base find themselves as poor as the proverbial *Job's turkey*. Accordingly, these communities are now turning toward solicitation of industry

necessary to support the expanded population and find themselves in the midst of a serious conflict as between the original zoning and the need for industry.

*Mr. Garrabrant* referred to a study conducted by the Urban Land Institute involving San Mateo County, California. In brief, it was pointed out that the solution to Mr. Miller's question could not be answered solely by zoning. Instead, after adequate studies have been made, a comprehensive plan of development should be adopted using the element of zoning as a tool in accomplishing the program.

*Mr. Segoe* added that a very effective plan had been used in Toronto in attempting to generalize the ratio of industry to residential by using the approximation of 40% of the area for industry and 60% for residential. However, he emphasized that this plan primarily was used in advance planning wherein areas were being set aside for future development. Reference also was made to the advisability of local government seeking industry as a municipal responsibility.

*Mr. Redman*, while in general agreement with statements of other members of the panel, strongly urged an impartial and factual tax study be made and included in the final determination.

The question was posed "Can we not design land use patterns at the State level?" The panel was unanimous in what was almost a spontaneous reply "that in their opinion such a plan was not practical and would of necessity disregard the element of a democratic principle wherein the local community, being thoroughly conversant with the desires of its citizenship and the problems involved, was best qualified for determining land use patterns."

The Zoning Round Table, thus, very appropriately closed its final session on the note that "the health, morals, welfare and the economic progress of a community, making it both a productive as well as a desirable city or county, could be best achieved through intelligent action of the citizens at the local level."

## Columbus at the Mid-Century as it Looks to a Former Resident

DR. EDWIN S. BURDELL, President of The Cooper Union, New York, N. Y.; formerly Assistant Secretary of the State Savings Bank & Trust Company, Columbus

**I** DO NOT pose as an expert or professional city planner, but by accident of birth in this booming metropolis, I am bold to comment on Columbus as it looks to me today.

To reinforce my claim to having been a part of this community, may I say that my father was born in 1856 in a frame house on the site of the Deshler Hotel and I was born in 1898 on Linwood Avenue—then the first house in a lonely subdivision opened up by my father at the wrong time—the depression of 1893.

Columbus has been aware only in a general way and only sporadically of its manifest destiny. Looking back into the record, I found that the City Council in 1904 authorized Mayor Jeffery to appoint a Park Commission of 18 members with George W. Lattimer as chairman. This Commission in 1906 engaged a group of Eastern experts who published a city plan for Columbus in 1908 when the population was about 175,000. They missed their prediction of 500,000 in 1934 by 200,000; for it actually was about 300,000 in that year and even in 1950 the population of the city proper was 376,000. However, the metropolitan population is now 513,000, so you have reached to all intents and purposes the prediction of 45 years ago.

Again a personal reference: I received my graduate degree just twenty years ago at Ohio State University and moved to Cambridge, Massachusetts. However, I returned several times a year to visit my father, William F. Burdell, who died in 1945 after having lived to the ripe age of 88 years. I lived in Columbus during the boom in the 20's and during the bust in the 30's. I have watched Columbus become the center of a metropolitan community. Its political, industrial, and cultural influences extend now well beyond its corporation line to the farthest corners of Franklin County.

The impact of the expansion of the city into the county has brought up the controversial subject of annexation, of county planning and zoning, county building codes and inspection, water supply, and highway access.

I understand that water supply and traffic are now your major problems. I well remember when the Griggs Dam was built in 1905 and the O'Shaughnessy Dam in 1925, and an adequate water supply was assured for Columbus *for all time*. But you have added the Delaware Dam on the Olentangy and are building a dam on the Big Walnut. Perhaps someday you will be tapping Lake Erie as Los Angeles taps the water sources in northern California and Arizona.

Some of your public buildings are out-moded and many of them inadequate. I can remember various renovations of the old Court House and even after building a million-and-a-half-dollar annex you have another bond issue coming up for still another remodeling of the old building. Memorial Hall, long since out-moded, soon will be supplemented with the Veterans Auditorium. The State Fair grounds after many threats to its present location will be extended by 50 acres and improved by new and modern exhibition buildings. With its new Coliseum additional facilities will become available for the entertainment of visitors. Columbus' claim as the Convention City will be unassailable and it will be a formidable rival of Atlantic City and Chicago.

Being a capital city, however, you have certain other unmet needs. Additional office space is or will be needed as the functions of the state government grow. The monumental buildings erected on Front Street



in 1933 will have to be supplemented by more utilitarian structures. And for every new office worker and visitor on state business you will have to provide additional parking space. Don't forget that.

I am glad to hear that there is some active interest in moving the State penitentiary out of the City. That area can then be redeveloped. Having been chairman of the Franklin County Red Cross at the time of the terrible Easter Monday Fire, I, as head of the relief measures set up by the Red Cross at the scene of the fire and at the Fair Grounds, know what awful conditions exist in a century-old plant built to house less than half of the present number of prisoners and under conditions more reminiscent of Andersonville Prison of Civil War days than of modern penal institutions.

Other public installations, such as the huge Army Reserve Depot, one of the largest in the world, may have been mistakenly located on such an important street as East Broad Street and may have to be moved to less valuable land. Old Columbus Barracks, now Fort Hayes, remains about the same as I knew it years ago, but the Corps Area Headquarters had to move to Chicago, perhaps because there was no room for expansion.

Lockbourne Air Base has attained front rank in our air defense and being several miles out of town to the south probably can expand to meet future needs. However, your present municipal airport has long since outgrown present air traffic and will stifle improved service unless plans and money are made available in the very near future.

The planners of 1908 correctly forecast Columbus as an educational and religious center of the Nation. Everything I hear of recent developments certainly bears this out. The many new local churches are matched by the national effort of several Protestant groups in projecting "The Temple of Good Will" costing several million dollars to be erected on property already purchased north of the present Federal Building.

Expansion of Capital University to the east and Otterbein at Westerville attests to the vigor of privately supported higher education in the near presence of a colossal state university. The jewel of the educational galaxy of the Middle West is, of course, The Ohio State University. While the citizens of the State, through the Legislature, have supported it nobly, the credit must go to the president, Howard L. Bevis, one of America's outstanding educational administrators. His leadership within the State, however, has been one of the most important factors in maintaining the supremacy of this institution at Columbus over the half dozen other publicly supported colleges throughout the State. His power of persuasion to combine both operating and capital budgets has saved taxpayers millions and has assured them of a state system of higher education with less duplication and competition than any with which I am familiar.

The tremendous growth of colleges and universities since World War II has left Ohio State with a fairly stabilized enrollment of 18,000

students as against 12,000 students when I left it 20 years ago, but in the early 1960's when the great postwar increase in population will be felt, the University will have to meet the new influx of freshmen. Such current additions to facilities as the medical center, the Field House, the new Music Hall on North High Street, and additional dormitories, impress me greatly as to the vitality of the educational growth in publicly supported institutions.

The commercial and industrial growth of Columbus, of course, is an integral and important part of the picture. The opening of a great airplane plant here during the last war, branch plants of such world-wide manufacturing concerns as Westinghouse and General Motors, and a distribution center of Sears-Roebuck attest to the wholesomeness of private business in this area.

But to guide and condition this phenomenal growth, Columbus must have a well-considered plan of development. Spasmodic and intermittent planning sprees will not do it. Fear of city and county planning as straight jackets and inhibitors of private initiative just isn't borne out by experience in other communities. Compromises with good planning have cost Americans billions of dollars since 1908. To dismiss planning as unworkable because the impact of such inventions as the motor car and the airplane weren't foreseeable 50 years ago is nonsense. And I will attempt to show that even though the five experts brought here in 1908 saw "as in a glass darkly" they also foresaw with amazing prescience the difficulties that Columbus would face if it did not do something about its streets, its parks, and its civic center.

Columbus is fortunate in having just now popular support for developing a master plan for the city and for the county. Let me say I was very favorably impressed with the Annual Report for 1953, issued in January 1954, by the Franklin County Regional Planning Commission and for the enthusiastic support in an editorial in the *Ohio State Journal* on April 17.

Let me go back to 1908 when I was 19 years old, and comment on the cogency of the statements with respect to the present-day problem you are facing. The Commission that wrote the 1908 report asked the important question—What sort of a city is it for whose future we have to plan? They came up with an answer as significant today as it was then. They recognized Columbus as a capital city which they said calls for "spectacular effectiveness" in its planning; as an industrial city which requires facilitation of commerce as well as provision for recreation of workers—an interesting comment for first decade of the century; as an educational city calling for an atmosphere of "restfulness, beauty, and refinement."

The Commission minced no words, however; they found no tangible recognition of this three-fold destiny, no civic center plan, a rigid grid-iron pattern of streets, and little provision for parks and playgrounds.

The Commission made several recommendations that are worth noting. They pointed out first of all that Columbus, as a capital city, required a civic center with the existing classic State House as the focal point. A mall was to be cut through from the State House to the Scioto River in the middle of the blocks between Broad and State Streets with hotels and office buildings on the street frontages and (as the English say) letting onto the Mall. The City Hall was to be located in the East End of the axis in the middle of the block bounded by Broad and State, Fourth and Third Streets, and flanked by an auditorium, a Post Office, an Art Museum, and perhaps a Governor's residence. The western end of this grand scheme was to be an armory on the site presently occupied by the Central High School.

While this scheme was never implemented as such, the very fact that a challenge had been thrown down to the citizens of Columbus probably eventually led to another sort of civic center along the Scioto River and on sites less expensive to acquire and I must say it is one of the finest in this country. Columbus' development of its riverfront compares favorably with the efforts of Paris and Amsterdam.

Certainly the widening and deepening of the Scioto River at its horseshoe bend through the heart of the City was a monumental achievement and due in part to the activities of Frank L. Packard, as spokesman for the local chapter of the American Institute of Architects. He was ably supported by my father's close friends, Robert F. Wolfe and Billy Ireland. Both the *Journal* and the *Dispatch*, being locally owned and operated then as now, have always made the improvement of the city a major concern.

The 1908 study came to grips with the same street problems that I found in your 1953 county planning study, 45 years later. Even in 1908 the gridiron pattern of streets and the Maltese cross of city growth along North and South High Streets and East and West Broad Streets, imposed a burdensome rectangularity. As a solution, it was recommended that a "girdle" parkway be cut through at a three-mile radius from the State House roughly intersecting Franklin Park on the east, the University on the north, the mental hospitals on the west, and the steel mills on the south.

No doubt the additional suggestion that new streets should follow the contours of the land and consider prevailing winds and sun exposure sounded pretty strange in those days. But one quaint description of the intersection of the radials to the circumferential was an amazing forecast of the modern clover leaf; "streets leading to them (the intersections) should end in the shape of turbine paddles to keep traffic moving in the same direction, if there is ever likely to be danger of street congestion or much cross traffic."

The 1953 report of the Franklin County Regional Planning Commission reports that one of its first long-range accomplishments was the



background research studies for and design of the preliminary plan of expressways published the year before and notes that the first part of this system, the Spring Sandusky Street Interchange, is already under construction.

Your traffic congestion is typical of the motor age and of the *vain attempt* to solve it by merely street widening, off-street parking, and vehicular throughways. This leads me to speculate on the rivalry between rail and rubber. Thirty years ago I would have discussed the rivalry between rail and third rail. I saw the Scioto Valley Traction come in in 1904 and go out in 1924—one of the speediest cases of technological obsolescence in modern times! You remember how it thundered up the city streets from South Parsons Avenue and with ten or a dozen twistings and turnings reached its terminus at Third and Rich Streets. Or recall the CD & M thundering down North High Street and twisting and turning on half a dozen streets until it recrossed High Street again to reach its station on West Gay Street. Even the 1908 survey viewed the inter-urban with alarm, but failed to see in that view its early demise.

The interurban trolley raises a series of questions still new in city planning that cry aloud for correct solution. It has become a freight carrier as well as a passenger; the cars have increased enormously in weight and in size; it carries mails; the cars attain a rate of speed that, coupled with their weight, gives to them the momentum of tremendous projectiles. Shall this new system of transportation be classed with the steam roads, to be relegated to a private right of way; can it remain in a class with city street cars?

Cleveland seems to have answered this challenge and put its rapid transit system in a right of way of its own and in my opinion points the way to the only real solution of urban transit, *i.e.* a well thought-out and balanced transit system of rail and highway.

Every American city faces a basic decision as to how much the area will depend on rubber tired vehicles and how much on rails. Of course, the ideal system would be to have available to every traveler a swift commodious means of transportation at a price he felt was fair. Instead, he finds in the metropolitan areas of the United States a vast uncoordinated jumble of slow, old-fashioned, unreliable, expensive rail commutation, which dumps him in the heart of the city from which place he must enter overcrowded local bus and subway facilities so that the journey to work, which may be only twenty or thirty miles, takes one or two hours, involves several changes, and becomes a nightmare both morning and night. The struggle gets so intolerable that the worker in desperation drives his car in town perhaps if he lives near New York City over some of Mr. Moses' splendid parkways, but throttles down to a crawl at bottlenecks of bridges and tunnels. He arrives on Manhattan to find hundreds of miles of city streets pre-empted on both sides by parked cars 24 hours a day. Under such conditions, business deliveries choke the streets and buses are continually being delayed. The person

who operates an automobile but can't afford to—or won't—use a parking lot is favored over the vast majority who must depend upon public vehicles operating on the streets. Thousands of these parked cars, each requiring 300 square feet per car, come from outside the City *via* the various subsidized transportation facilities, and as more highways are built, so more cars enter the City further to choke the streets.

As the New York Regional Plan Association pointed out in a recent report, one of the effects of the failure to make a comparable investment in railroad access to the city has been enormously to increase the number of vehicles that cause congestion in Manhattan's streets and use these streets as mass parking fields. This situation is brought to your attention because the basic factors, if not their magnitude, are common to all American cities. Columbus must not fail to recognize, in meeting its destiny of an 830,000 population by 1980, that the rivalry between rail and rubber must cease and that the situation calls for a mid-century solution with mid-century resources, not with those thought adequate in 1925 when the traction lines went out and the rubber tired vehicles found existing streets quite adequate. Perhaps a north-south, east-west, and circumferential rapid transit line in its own right of way and with appropriate bus feeders of its own is your best bet. You can't go on enticing private passenger cars into Broad and High unless you are prepared to build several layers of subterranean parking lots under the State House yard, the way they have done under Union Square in San Francisco. In New York City auto borne passengers doubled in 5 years. You may reach that point, and be forced as New York has, to consider stopping private cars at the entrances to the City and transporting the passengers by public rail or bus into the business district.

So let me review briefly and come to a conclusion. My first idea is that the manifest destiny of Columbus is to be the headquarters of government of this great State, to be an important rail and industrial crossroads of this prosperous mid-west region, and to be the center of higher education, research, and culture.

My second idea is that the rivalry between rail and rubber must be reconciled. Paradoxical as it may seem, speedways, parkways, every step you take to facilitate private vehicular traffic into the heart of the city will defeat your objective of reducing congestion unless you provide off-street parking for every vehicle that approaches within a half-mile of the State House. You must equate the cost of making provision for such individual privileges on rubber tires against the cost of public rapid transit on steel rails.

My third idea and last one is the most difficult to discuss because it is in the realm of esthetics and that is a subject usually left to the long-haired philosophers. But I shall be one of those fools who rush in where angels fear to tread!

We have gotten beyond the time when we thought belching smokestacks, streets filled with telegraph wires and power lines were signs of progress. Paved streets and curbs have replaced cobblestones and muddy gutters. But monotony of design of buildings has given rise to a new blatancy of electric signs and bizzarre efforts to attract attention. Grid-iron patterns of streets create drab and depressing business and residential areas. Roadside signs reduce the suburban fringe to tattered slums. Outmoded over-sized dwellings in the central part of the city degenerate into either overcrowded dilapidated rooming houses or into places of business with garrish fronts such as phony log cabin veneers. Shade trees along former residential streets are cut down at waist height and allowed to rot.

The 1908 Report declared:

It is of small importance whether the residents of Arlington or Bullitt Park (Bexley to you latecomers) contribute to taxation or not, though they gain their livelihood in Columbus and share in the benefit of all city improvements, but it is a matter of great importance whether any smaller community shall be allowed to disfigure the outskirts of the city. Happily this menace is not yet apparent, but it will come if a cooperative policy is not adopted in all matters of public improvement.

Certainly those gentlemen in 1908 were doing some pretty good crystal ball gazing in foreshadowing the need for the Franklin County Regional Planning Commission.

I would like to close with a phrase of Sir Henry Wotton, a 17th century English architect, who translating a statement by Vitruvius, said that buildings, and I believe this applies to cities as well, should be practical, durable, structurally, and pleasing in appearance. In this quaint Elizabethan phraseology, he listed these indispensable characteristics of good building as "commoditie, firmness, and delight." May the builders of Columbus during the second half of the 20th century hold these same virtues high in their planning.

## Metropolitan Toronto

FREDERICK G. GARDINER, Q.C., Chairman of the Council  
of Metropolitan Toronto, Toronto, Canada

AT THE turn of the century Sir Wilfrid Laurier who was our prime minister, predicted that the twentieth century would belong to Canada. That prediction did not meet with universal acceptance on both sides of the international border but despite two wars and a depression which almost shattered the foundations of our economic system we are now seeing convincing evidence that Laurier's prophetic statement may be realized.

In Canada we are the beneficiaries of tremendous water power and forest resources in British Columbia, Ontario and Quebec; our Prairie



Provinces still constitute one of the world's most important bread-baskets; we are the number one producer of pulp and paper; we have discovered oil in Alberta, Saskatchewan and now in Manitoba; lead, zinc and uranium have been found in many places across the breadth of our country; we have the largest nickel mine anywhere; and in the making what may be the second largest. New iron mines have been discovered at Steep Rock in Ontario and in Labrador. They will be ready to replace the declining inventory of the Messabi Range on the south side of Lake Superior which for years has fed many of your steel mills; and coming closer to home we are watching an unprecedented construction of factories over a thousand-mile waterfront from Windsor opposite Detroit down to Quebec City along the St. Lawrence Seaway.

Nothing has equalled our present expansion except that which occurred in your country during and since World War II. Your amazing growth, however, was accomplished by 150 million people as compared with our 15 million all of whom could be comfortably accommodated in the single State of New York. Not only has the economic development of our two countries followed a similar pattern but our forms of government have also. Our Federal Governments are responsible for those matters which the architects of our constitutions considered would be best administered on a national basis. Your States and our provinces are charged with the administration of those matters which are considered to be best handled on a more local basis and the creation and regulation of municipalities is within the jurisdiction of your States and our provinces.

I make these observations about Canada and the United States and the similarity of our development as the municipal problems which demanded a solution in Toronto are almost precisely the same as those which confront every metropolitan city in North America.

The expansion of our large cities had a common cause. During the two great wars a tremendous immigration of people took place into every large industrial city to swell our production lines as the United States and Canada became the arsenal for the preservation of democracy. In Canada our examples were: Montreal, Toronto, Hamilton, Windsor, Winnipeg and Vancouver. In the United States the same thing occurred in Detroit, Chicago, Los Angeles, Pittsburgh, Philadelphia and all your large industrial cities.

We expected after the war that the situation would reverse itself and that the tremendous influx of people into our cities would be followed by a corresponding exodus. The exodus never occurred. Instead the population continued to increase at an accelerated rate until our central cities became filled and the population spilled over the borders to create a whole series of suburban municipalities.

In the Toronto area we had an additional and special contributing factor. In 1909, 1910 and 1912 the City of Toronto annexed three large

towns which almost encircled the city. They were the towns of East Toronto, West Toronto and North Toronto. These three major annexations took place in a relatively short time and gave rise to extensive administrative difficulties during the reorganization of the expanded municipality. The city taxpayers contended that after each such annexation they paid \$2 for each \$1 paid by the taxpayer in the annexed area to bring the municipal services up to the standard which prevailed in the city. The City Fathers came to the conclusion that there would be no more annexations. If that decision had been of temporary duration it would not have made much difference in the long run but the decision was as final as it was unfortunate. It failed to recognize that time marches on and that you cannot stand in the way of progress.

Bordering the city were three large townships, Scarborough, York and Etobicoke. Each was developing rapidly. As the parts of these townships became urbanized they should have been annexed by the city from time to time in a normal and retail way to provide an orderly expansion of the city. But the die was cast and for forty years no further annexations took place.

Meanwhile the people living in the suburban areas desiring a different form of municipal administration to that which was provided in otherwise largely agricultural townships proceeded to splinter themselves off and establish themselves into individually locally autonomous municipalities so that they could develop their communities in accordance with their local aspirations.

Over the forty years from 1912 to 1952 the metropolitan area became divided into thirteen separate municipalities. One city, three villages, four towns, and five urbanized townships. Each was geared to a local pattern of development. None was very much concerned about what was happening to its neighbor and none was interested in the general and proper development of the whole area. With this impractical and unrealistic development something was bound to happen and it did not take it long to occur.

The City of Toronto had provided itself with an adequate water supply for its own residents and for a time it was able to supply water to some of the adjoining suburban municipalities. Before long, however, the city did not have the capacity to take care of itself as well as its satellite municipalities. Several of the suburban municipalities could not get access to Lake Ontario, which is their logical source of water, as they were cut off from the lake by the geographical location of the city. Several attempted to provide water from wells but such a system soon proved to be wholly inadequate.

In North York Township the population increased from 30,000 in 1945 to over 105,000 in 1953. Today its population is over 120,000. It is what we call a dormitory municipality or what your planners call a bedroom municipality. The residents go there to live and elsewhere

to work. That particular suburb developed into a residential area for people of moderate means. In the absence of industrial development there was not sufficient assessment to finance water supply, sewage disposal, roads, sidewalks, lights and the educational facilities required for the children of the young families who settled within its borders. That situation was duplicated in varying degrees in other suburban municipalities.

The situation with respect to sewage disposal was the same as with water supply. Lake Ontario is the logical place for the ultimate disposal of sewage. Half a dozen of the municipalities were cut off from access to the lake by the City of Toronto. For a while the sewage disposal facilities in Toronto were sufficient to accommodate the city and some of the adjoining municipalities but soon the volume of sewage exceeded the capacity of the city's system. In North York there are installed 20,000 septic tanks; they are built in clay; which in the summer has the consistency of concrete and in the spring the consistency of moose pasture; which in our country means a swamp. It has neither the quality of absorption nor evaporation. I do not need to comment upon the unsatisfactory nature of that condition from a public health point of view. It is inconvenient and uncomfortable. It could be disastrous.

As the situation developed some municipalities were able to finance the services which they required; others were not; some were financially sound; others were going broke.

One municipality boasted that it had the finest system of education in Canada. In fact it had. It was a small high class residential community, about a mile square with a population of about 20,000 and the highest assessment per capita in Canada. Other municipalities, however, were unable to provide their children with a minimum standard of education without financial difficulty.

Although our industrial, commercial and residential development was expanding in all directions nothing approaching a system of arterial highways was developed. No agreement could be arrived at on a co-operative basis between the thirteen municipalities as to where the arterial highways should go and how they would be paid for. All agreed that expressways and parkways were essential so long as they ran through some other municipality and some one else paid for them.

The situation became desperate. Our highways became plugged with motor vehicles. 375,000 motor vehicles are domiciled in the metropolitan area and an additional 100,000 come in and go out each day. We were trying to accommodate that cavalcade of motor vehicles on streets laid out a hundred years ago which have progressed from the stage of horse cars to street cars but not much further. Incidentally I should say that we have a larger number of motor vehicles per capita than any city on the North American continent with the exception of Detroit and Los Angeles.



There was a crying need for housing. The city had no room for an organized housing development and the suburbs could not finance the necessary services.

The Toronto and County of York Planning Board of which I was chairman for five years, lined its walls and shelves with maps, plans and models. But in the absence of a power to tax the constituent municipalities and to take expropriation proceedings as we call them or condemnation proceedings as you call them we could accomplish nothing.

We had to be driven by intolerable inconvenience and the threat of financial difficulty before the necessary steps were taken to solve our problems. When some of our municipalities found difficulty in selling their bonds it was evident that a remedy had to be found. There is something very salutary about the silence which occurs when the cash register stops ringing.

The Metropolitan Toronto Act was the result of an application by the City of Toronto to the Ontario Municipal Board for an order directing the amalgamation of the whole thirteen municipalities into one municipal corporation.

I should explain to you that under our Municipal Act which governs all municipalities no municipality has sovereign powers by reason of its Act of Incorporation. There are provisions in our Municipal Act which apply generally to all municipalities. None are incorporated under individual and separate Acts of Incorporation.

Furthermore the Ontario Municipal Board which is a quasi-judicial and administrative tribunal can order the annexations or amalgamation of the whole or part of any number of adjoining municipalities.

Eleven of the twelve suburban municipalities opposed the city's application for amalgamation and righteously and indignantly defended their local autonomy. In the face of opposition which was violent and vitriolic the Ontario Municipal Board concluded that it was not advisable arbitrarily to force upon the eleven opposing municipalities a form of municipal government to which they were so intensely opposed. On the other hand the Board recognizing the dangers which were inherent in the situation and that they required early and effective action recommended that the Province of Ontario pass legislation to establish a metropolitan system of municipal government for the whole area. Neither under the general provisions of our Municipal Act nor under any special legislation had a metropolitan municipal government been previously established.

By reason of the comprehensive nature of the municipal services which are now administered by the Metropolitan Corporation, the plan is unique in North America. The closest approximation is the London County Council in England which is composed of 150 members from 28 boroughs and which provides metropolitan services for  $3\frac{1}{2}$  million people.

The Metropolitan Toronto Act established a system whereby the thirteen municipalities may preserve their identity and continue to administer those services which are local in nature and at the same time be combined together for the provision of those services which are metropolitan in nature.

Where control over those services which have a national significance is vested in the Federal Government and control over those services which have a more local application is vested in your States and our provinces. Our new system of Metropolitan Government is actually a federal system of municipal government.

By the establishment of an additional level of government for the provision of those municipal services which are metropolitan in nature the way is left open for eventual amalgamation of the constituent municipalities if that is considered to be the best course to follow. On the other hand if this new metropolitan form of government operates successfully there may never be the necessity for the actual amalgamation of the constituent municipalities and the enforcement upon the dissenters of that political union which they so violently oppose.

The services for which the Metropolitan Corporation is responsible are: water supply, sewage disposal, housing, the financing of education, arterial highways, metropolitan parks, certain welfare services, and the overall planning of the area.

With respect to water supply . . . on January 1st 1954, the Metropolitan Corporation automatically became the owner of all of the pumping stations, treatment plants, reservoirs and trunk mains in the whole of the thirteen municipalities. No compensation is payable by the Metropolitan Corporation to the local municipalities which previously owned these works except that the Metropolitan corporation has assumed all the outstanding unpaid bonds issued in connection with their establishment. The Metropolitan Corporation will sell water to each of the thirteen municipalities through meters at their borders at a wholesale rate sufficient to pay the cost of the operation and extension of the Metropolitan Water System. The local municipalities will continue to own their local water distribution mains and will sell water to their individual consumers at prices fixed by them.

An engineering report just recently received indicates that forty-five million dollars needs to be expended over the next five to ten years to extend the metropolitan water system so that it will provide an adequate water supply for the whole of the settled area. This is a metropolitan responsibility.

With respect to sewage disposal the situation is the same . . . the Metropolitan Corporation as of January 1st, 1954, automatically became the owner of the sewage disposal and treatment plants and trunk mains in all the thirteen municipalities and will accept sewage from the thirteen municipalities at their borders through meters at a wholesale rate

of so much per million gallons. The local municipalities will retain their local collection systems and charge their local residents for sewage services through the general tax rate as is presently the case or by a sewer rental system which is presently the subject matter of investigation and consideration.

The same engineering report recently received indicates that fifty-nine million dollars will need to be expended over the same period of time to provide adequate sewage disposal facilities for the whole area. This is also a Metropolitan responsibility.

As to arterial highways . . . the Metropolitan Corporation has already designated those highways in the whole area which became Metropolitan Roads on the 1st January, 1954. These are the roads in the area which are considered to have an arterial significance. The Metropolitan Corporation will assume all of the outstanding and unpaid debentures issued for the construction of such roads and will pay the cost involved in their maintenance and extension. The Metropolitan Corporation will also undertake the building of such expressways, parkways and arterial highways as will provide the area with an adequate arterial highway system. Engineering plans have been received for a lakeshore expressway, estimated to cost \$50 million and to be built across the front of the city near the lake in somewhat similar fashion to the one in Cleveland.

The Lakeshore Expressway is designed to carry 100,000 motor vehicles a day. Part of it is on the level and part is elevated. It is creating the usual and not unexpected row and furor as to whether the east end of the city is getting as much out of the deal as the west. There are those who say it is too short and should be built longer regardless of cost. While there are those steadfast citizens who are always with us who say we are too ambitious and will ruin the taxpayer.

We have under preliminary consideration three other highways to give us a fundamental system of arterial roads, a Don Valley Parkway, a Spadina Arterial Highway and an Eglinton Avenue Crosstown Highway. The capital involved in the whole programme for arterial highways over the next five to ten years is estimated at \$100 million.

Metropolitan roads will be paid for 50 percent by the Metropolitan Corporation and 50 percent by the Province of Ontario. I should observe in passing that our federal government makes no contribution to any highway in Canada other than the Trans Canada Highway. And our counties do not share in the cost of highways in cities. . . . Our highways are solely a metropolitan and provincial responsibility.

With respect to public transportation, the Toronto Transportation Commission, which has been a separate authority for thirty years, has been expanded into the Toronto Transit Commission. The new T.T.C. has a monopoly in respect of public transportation in the whole of the metropolitan area with a corresponding responsibility of providing



public transportation throughout the whole of the area which comprises 240 square miles. The City of Toronto's sixty million dollar subway recently went into operation. It is the main stem of our transit system which with surface lines, trolley coaches and bus facilities will provide for the millions of passengers who require public transportation for long and short distances daily.

We have the same differences of opinion as exist in American cities as to how transportation can best be supplied, whether arterial highways and parking facilities should be built at public expense to accommodate the motorist or whether he should be driven off the highways and on to the public transit system. Having regard to the importance of the motorist and the fact that he pays a federal sales tax of 10 percent, a federal excise tax of 15 percent, and a provincial gas tax of 11 cents per gallon, I imagine we will be spending many millions of dollars on highways to compete with the millions which have been and will be spent on our rapid transit system.

All the independent bus lines now operating in the suburbs, of which there are several, were acquired on July 1st, 1954. Their owners will be paid compensation for their undertakings which will be settled by mutual agreement or if mutual agreement is not arrived at by arbitration before the Ontario Municipal Board.

In order to equalize the cost of education throughout the area, the Metropolitan Corporation has assumed as of January 1st all the outstanding bonded indebtedness of all the schools in the metropolitan area. And in addition will pay each year to the school boards in each of the constituent municipalities a maintenance grant of \$150 per year for each primary pupil, \$250 per year for each secondary pupil and \$300 per year for each vocational pupil. This will permit each of the local municipalities to provide a reasonable standard of education for their children and spread the cost over the whole area. If any local municipality desires to provide a higher standard of education than these payments will permit it may do so at the extra cost which will be paid by its local taxpayers.

The Metropolitan Council is paralleled by a Metropolitan School Board which will designate the location of new schools and co-ordinate the activities of each of the local school boards in the thirteen municipalities. The Metropolitan Corporation has no jurisdiction or control over education in its academic aspects.

Certain health and welfare services such as hospitalization of indigent patients, the provision of homes for the aged and the financing of Children's Aid Societies are the financial responsibility of the Metropolitan Corporation, which will provide and maintain a court house and a jail.

The Metropolitan Corporation has all of the powers of a municipality, with respect to the provision of housing and redevelopment,

which is one of the major problems which remains to be solved and which we are now tackling.

A Metropolitan Planning Board has jurisdiction throughout the metropolitan area and also on a regional basis extending over each of the adjoining townships on the borders of the metropolitan area in order to prevent undesirable fringe developments which have caused so much trouble in the past.

The Metropolitan Corporation is empowered to acquire, establish and operate metropolitan parks and green belts in respect of which up to date it has been quite impossible to procure the necessary co-operation between the thirteen municipalities.

The metropolitan undertaking will be financed by a metropolitan budget. The cost of operating the Metropolitan Corporation will be charged equitably and evenly over the thirteen municipalities in the ratio of the aggregate assessment in the respective municipalities to the aggregate assessment of the whole area. During the past two years, the Greater Toronto Assessment Board established by the provincial government has reassessed the whole of the industrial, commercial and residential properties in each of the thirteen municipalities on the same basis. Each of the local municipalities will contribute to the cost of operating the Metropolitan Corporation in the ratio that its total assessment bears to the total assessment of the whole metropolitan area. The aggregate assessment of all properties in the metropolitan area is approximately \$2,500,000,000.

All of our financing is done on the basis of real estate taxation. We do not have municipal sales taxes, automobile taxes, machinery and equipment taxes or income taxes.

The Metropolitan Corporation will not issue tax bills to the individual taxpayers but will issue tax bills to each of the thirteen municipalities. The metropolitan tax rate will be sufficient to provide the funds necessary for its current operation and to finance the capital expenditures which will be undertaken. The thirteen municipalities in turn will incorporate their contribution to the Metropolitan Corporation in their local budget. In this manner, each municipality will pay its appropriate contribution to the Metropolitan Corporation and, in addition, will tax its local taxpayers a local rate for the amount required to provide the local services for which it remains responsible.

The local municipalities will no longer issue bonds for any of their requirements. If they need capital money for their local undertakings they will apply to the Metropolitan Council to issue the necessary bonds for the account of the local municipality. If the Metropolitan Council agrees that the bonds should be issued it will issue them. If the Metropolitan Council considers that such bonds should not be issued as the works are premature or not warranted the local municipality may appeal to the Ontario Municipal Board whose decision is final. All

bonds will have for their security the total assessment of the whole area. In respect of bonds issued for the account of a local municipality the local municipality will tax its taxpayers each year for an amount sufficient to pay the Metropolitan Corporation the annual payments necessary to amortize the bonds.

I should point out that we do not have revenue bonds for financing individual municipal undertakings nor can we issue federal income tax exempt bonds as can your municipalities. Our financing is all done upon the general security of the rateable assessment in the whole area.

The Province of Ontario recognizing that the only tax source for our municipalities in real property has established a system of grants which will be made by the province to all municipalities. These grants vary from \$1.50 per capita in small municipalities to \$4.00 per capita in respect of municipalities over 500,000. Accordingly the Metropolitan Corporation will receive from the province an unconditional grant of \$4 per capita. As there are approximately  $1\frac{1}{4}$  million people in the metropolitan area the Metropolitan Corporation will receive from the province about \$5 million in 1954 and in each successive year a similar grant of \$4 per capita will be made. As the population increases the grant will increase. This provincial contribution will lighten the burden which will be imposed upon the taxpayers in the whole of the area and will make it possible for the necessary metropolitan services to be provided over a reasonable period in accordance with self-defined plans without unduly increased taxation.

In addition to the annual grant the province paid the organizational costs of the Metropolitan Corporation up to January 1st, 1954, when the Metropolitan Corporation actually took over its administrative duties.

The Metropolitan Corporation is governed by a Metropolitan Council of 25 members. Twelve members are from the City of Toronto and twelve are from the twelve suburban municipalities. In order that the plan will conform to our accepted principle that there should be no taxation without representation, each of the 24 members have the qualification of being elected members in their local councils:

The twelve from the City of Toronto are: the Mayor of the City; the two of the four Controllers in the City of Toronto who received the highest number of votes at the last municipal election; and the nine Aldermen from the nine city wards who received the highest number of votes at the last municipal election.

The twelve representatives from the twelve suburbs are the heads of the twelve suburban municipalities. They are the mayors in the case of the four towns, and the reeves in the case of the three villages and the five townships.

Commencing on the 1st January, 1955, the 24 members of the Metropolitan Council will elect their own chairman from among their own number or from outside, as the council decides.



This metropolitan system of municipal government which I have described is the solution offered by the Province of Ontario for the problems that confront metropolitan areas. It is a calculated attempt to allow the local municipalities in the metropolitan area to preserve their local autonomy in respect of matters which are local in nature and to combine them together for the provision of municipal services which are metropolitan in nature.

## “The Place of Business and Industry in Metropolitan Planning”

DAVID L. RIKE, President of The Rike-Kumler Company, Dayton, Ohio

**I**N THE beginning I would like to warn you that my remarks may be colored by the fact that I am and always have been a retailer, and that they may be even further colored by the fact that I am a Central District retailer whose company neither has nor contemplates suburban branches. However, I do believe that whatever is good for my business, from the standpoint of metropolitan area planning, will most probably be helpful to other types of business within our area.

I believe very firmly that business has a selfish interest in desiring either to establish itself or continue to exist in the best possible community. As a retailer, it is quite obvious that the inhabitants of our area are potential customers. It is certainly comforting to know that consistently the take-home pay of those employed by industry in our area ranks at or near the top among the seven large cities of Ohio. In a similar manner industry and other types of business have a vital stake in the type of community wherein their employees make their homes, since, as I will discuss later, the living conditions of our employees is of prime important to management.

I happen to come from what I believe is an unusually fine community. Many of you also come from fine communities, and if you don't there is no reason why you shouldn't. Fine communities don't just grow like Topsy. They come about through a lot of hard work and a lot of forward thinking and planning. Dayton has been blessed over the past years in having a number of industrial leaders who have taken a keen and active interest in the future well-being of our community. An outstanding example was John H. Patterson, founder of the National Cash Register Company. My grandfather, who founded our business 101 years ago, and my father, firmly believed that their business could prosper only if the community prospered. They believed that what was good for the community was definitely good for their store. Both

of them were very active in civic affairs and did their best to further long-range planning in our area.

Let me give you a recent example of what I mean by a good community. When it became obvious not too long after the end of the war that the City of Dayton could not properly perform the services expected of it and make those improvements which were vital to its future growth, the City Commission put into effect in April of 1949 a City Income Tax of  $\frac{1}{2}$  percent on the earned income of all residents of the City and of all who worked in the City, regardless of the place of their residence; also, on the profits of all business enterprises. Due to a technicality in our City Charter this tax was declared invalid by the Ohio Supreme Court in March 1950. As a result, services which had been expanded in the past few months were quickly curtailed and practically all large improvements which were contemplated were dropped. Immediately our citizens and business realized the plight in which we found ourselves and organized to present the tax to the voters in May of that year. The passage of the tax became almost a crusade and was voted and put into effect in July, 1951. The tax was due to expire the end of this year, and so its renewal for five years at the same rate, namely  $\frac{1}{2}$  percent, was presented to the voters at the Primary election the early part of this month. Since it is hard to show any great accomplishment, particularly in the way of capital improvements, in a period of less than three years, the issue was presented with some misgivings. Fortunately all civic groups, including the various labor organizations, supported the renewal of the tax. There was virtually no opposition and it was approved by 76.5 percent of those voting. It must be evident that our citizens who must pay the tax on their salaries, as well as business who must pay it on its profits, would never have supported this measure so overwhelmingly if they had not known that Dayton had a long-range, intelligent civic plan.

Last year our City Commission had approved an expenditure of \$140,000 for a complete review and modernization of our *Master Plan* by Bartholomew & Associates. This expenditure is in addition to an annual budget of \$38,000 for the routine work of our Planning Department staff.

Let us now consider the importance to business of proper living conditions for their employees. Industry long ago learned that good working conditions within the plant have at least as much merit for the Company as for the worker, for good working conditions result in improved productivity, and that in turn produce greater profits as well as higher wages for the workers. Similarly, more and more businesses are finding that the living conditions of their employees play an important part in morale and hence in the attitude of these employees toward their jobs.

Here is an example. The headquarters of the Air Force Research and Procurement Branches is located at Wright-Patterson Air Force Base, a short distance from Dayton. When World War II started, the activities of the Field naturally had to be expanded many fold. As a result many thousands of additional Civilian employees were needed, and facilities to house them and feed them, and transportation to get them to and from the Field, were obviously of an emergency nature. As a result, in spite of good rates of pay for the jobs to be filled, the number of applicants was insufficient for the positions open. Among those engaged there was considerable dissatisfaction with the conditions of their employment, particularly with those factors having to do with employee morale. One of these morale factors was the inability of Field employees to get to town after work in time to do necessary shopping before the stores closed. As a result, the Commanding General of the Field called together the merchants and asked that they open at night for the convenience of Field employees. The merchants were having their own employment problems, trying to compete with Government and industry in a very scarce labor market. However, since it had been put up to them that shopping facilities were one of the very important morale problems at the Field they changed their schedule and did open one evening, and later, again at the urgent request of the Field, two evenings each week.

It seems quite obvious that we are not going to have the best type of employees attracted to our community or kept here unless we have good schools, sufficient recreational facilities, and cultural opportunities for our citizens. We at Rike's are very much concerned with employee *morale* and, as a result, we attempt to do as many things as possible to establish the reputation of being one of the best places in town to work. If we can maintain such a reputation we will, of course, have a wider choice of the good available people and, naturally, will end up with a fine group of employees. Those of you who are frequent patrons of retail stores know that friendly, courteous, helpful employees are the most important asset any merchant can have. Just as we try to have the best working conditions, we want our area to have the best possible living conditions, so that the highest type of people will want to continue to make their homes in Dayton and others, away from here, will be attracted to our community. This strong feeling of the importance to our business of having an outstanding community expresses itself in our attempt to have our executives play an important part in civic affairs.

The set-up of numerous political sub-divisions in many of our States, which was determined in the days of transportation by horse and communication by letter, seems to me to be an important factor in making it necessary that business not only take an active interest but, more importantly, take leadership in the planning of future metropolitan



area developments. It is always easiest, and certainly safest, to talk about one's own situation. Dayton, by 1950 census standards, is the center of two county metropolitan areas. The City has an excellent Planning Board and Planning Department but, after all, their authority goes only to the City limits. Montgomery County has more recently established an agency for long-range planning and, within the limits of their authority, will undoubtedly accomplish much of benefit to the area. Unfortunately, there are at least twenty political sub-divisions within the two counties, all of which have their own problems, and most of them do not have the foresight to see that many of these problems are area-wide in importance, rather than being limited to their own city, village, or township. Unfortunately, there is no over-all metropolitan planning authority to coordinate these various interests.

If you accept my earlier conclusions that business very definitely profits by operating in a well run community, then I think that you must agree that the enlightened self-interest of business further requires that it exert its influence to see that a good, sound plan is developed which will serve the needs of the entire metropolitan area and that there is sufficient authority to put their plans into effect.

Let us remind ourselves that a very important part of every city's income is derived from the central business district. In Dayton 10 per cent of the total real estate valuation for tax purposes is located on either side of Main Street, within a five-block strip. This is on a front foot basis and not the total value of the properties.

After considerable study, including research by outside organizations whom we engaged, we are convinced that any rumors you may have heard about the critical condition or demise of the downtown business section are, as Mark Twain said, "grossly exaggerated." Unquestionably, the larger the city, the more importance suburban sections will assume, business-wise. On the other hand, in practically all cities of 1,000,000 population or less, which roughly would mean cities of metropolitan areas of less than 2,000,000, the central business section is still very much alive and, in my opinion, faces quite a rosy future.

We exchange figures with 26 other department and specialty stores located in non-competing areas from coast to coast and from Maine to Texas. In the five year period from 1948 through 1953, which has witnessed the great growth of the suburban shopping center, quite a few of these stores have opened branches, but of the five stores that made the largest percentage of sales increase over that period, only one opened a suburban branch. The other four have continued to concentrate their efforts in the central business section. Naturally, we are going to need a lot of help from all the agencies involved in future planning if my prognostication is correct about the continuing strength of the downtown area, but you may be sure that we will be more than anxious to cooperate with them toward the solution of our mutual problems.

The most important problem facing the central business section is getting people into and out of the downtown area quickly and comfortably. Obviously, this involves a great number of factors. You must provide easy access to the large city from the smaller communities and rural areas within your territory. Since this will involve arterial highways and cross the confines of many political sub-divisions, it will be absolutely necessary that there be some agency which can plan on an area rather than a community basis. As I have indicated, I believe business can be of great help in fostering such over-all planning organizations and in helping them put their recommendations into effect. Four-lane arterial highways to the edge of the city and then traffic lights every block until you ultimately reach downtown are no more absurd than city through-ways which end all too soon in suburban two-lane streets. Easy access to the downtown is important to both the individual car owner and to those who rely on mass transportation. Since several surveys which we have made in Dayton indicate that approximately half the people arriving in the central section come by mass transportation, it would seem only obvious as well as fair to do as much to make that service the best possible as to give of our time and money to improve the situation of the private car driver. Unfortunately, the problem cannot be divided and put neatly into two equal watertight compartments. The number of passengers per private automobile *vs.* the number of passengers per bus or streetcar is vastly different. The number of cars jamming up the streets and highways create one of the most serious problems for the mass transportation vehicle. With proper highways and street planning and development we can hope to move all vehicles, private and public, in a reasonably satisfactory manner, if only we can take care of them quickly and efficiently when they get where they want to go. Insufficient or, more importantly, poorly utilized parking, with the attendant congestion caused by cruising cars which should have been already parked, is one of the main sources of central district congestion. Our Dayton experience with the Jiffy Parking system, which moved all-day parking to the fringe areas and sharply increased the turnover of shopper parking, is to me an outstanding example of what can be done to make the most of existing facilities and is a wonderful tribute to what can be accomplished when local governmental planning authorities and business work together.

To indicate our own belief in the importance of parking we have purchased or contracted to purchase within the past few years two pieces of real estate; one is 50,000 square feet, the other 60,000, each within a block of our store, and at a total cost of over \$1,000,000. Because parking in Dayton (believe it or not) is not as bad as in most medium-size cities, these properties will be used for the present as parking lots, and multi-deck garages will be erected only when they are economically justified.

I have been quite concerned recently with the effort being made by private enterprise to attempt to push the municipalities into providing off-street parking. Since parking is primarily a problem of providing a number of individual lots and garages which should be able to pay their own way, it seems to me that business should be expected to carry most, if not all, of the load. On the other hand, there are fewer ways in which business can help the operators of mass transportation, and so if there are to be local governmental subsidies to ease the transportation situation, it seems to me they might well be directed toward improving mass transportation facilities.

Our problems seem relatively simple when touched upon in such an off-hand manner. Frankly, you and I know that they are extremely complicated and will be costly as well as tedious in their solution. However, I have made this digression into the specific needs of the central business section because I wanted to indicate to you that it is still the most dynamic section of most metropolitan areas and the one which those of you who must find the wherewithal to run our communities can continue to count on to produce a disproportionately large share of your revenue for many years to come.

## Citizens Responsibility for Civic Planning The Pittsburgh Story

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THE Pittsburgh Story is basically the planning and carrying forward of a broad program of regional improvement and development. Within a period of seven years, there has been invested or committed to be invested in the Pittsburgh area, approximately \$1,637,000,000 of private and public money. The program consists of such improvements as a new airport, five skyscrapers, a steel mill capable of producing two million tons of steel annually, public off-street parking facilities, new parks (city and state), a smoke abatement program, dams for flood control, stream purification, slum clearance, public housing, a new hotel, new downtown apartments, a multi-million dollar highway program, and an expansion of educational institutions.

Why this vitality? What caused a city sliding down hill so fast to suddenly be propelled upwards at a breath-taking rate? The reasons, of course, are many—chance, good planning, and availability of private and public monies. Underlying them all, however, I personally feel that the results were accomplished by a change of attitude in Pittsburgh by Pittsburghers. And it is on that subject that I wish to speak to you this evening. Perhaps I might have spoken on the changing attitude *about* Pittsburgh, since actually my presence here exemplifies the fact that there has been such a change. Not too long ago, a resident of Pitts-



burgh was apt to be somewhat defensive about his home town, parrying the remarks about the smoky city with some such retort as, "Well it may not be the best place in which to live, but it certainly is a good place to make money." Today, the average Pittsburgher speaks with pride about his City and is delighted to have an opportunity to discuss, usually at the request of outsiders, the Pittsburgh of the present. As a matter of fact, he may be *offensive* rather than *defensive*. And I hope you will pardon me if I seem to speak with a certain provincialism.

The change of attitude was a complete rearrangement of basic ideas and behavior patterns. Such can occur only in periods of crisis, and at the end of the war years the City found itself in that position. Pittsburgh was dying, if not dead. Assessed valuations had dropped radically. Industry was moving away. One reason given was the inability to attract managerial talent to the area. The men were willing, provided salaries were high enough, but their wives objected. With the dropping of industrial values, commercial and residential values also fell. The future was as dark as the soot laden air. The change of attitude was simply this. The community realized that a new approach was necessary; that in order to revitalize a city, certain problem areas had to be staked out and eliminated by cooperative effort on the part of all segments of the community, and also, by farsighted rather than by expedient thinking that is so often prevalent in the normal political and business world. This approach I call the *Civic Approach*. I can explain it more clearly, I think, by showing it to you in actual operation.

*Smoke Abatement.* The fundamental project and the foundation upon which the Pittsburgh improvement program was built was smoke abatement. It was realized in the very beginning that excessive smoke and the unfavorable reputation it gave the City were major obstacles to the community's future growth. In 1941, the Council of the City of Pittsburgh passed a Smoke Control Ordinance, but enforcement was deferred, because of the war conditions, until October 1, 1946 when it was made effective for industry and railroads. A year later, residential properties within the City were brought under its control. The essence of the Pittsburgh Ordinance is tackling smoke at the root of the problem by stopping smoke at its source. The methods have been the use of smokeless fuel such as Disco, Anthracite, mixture of Anthracite and Bituminous coal, Gas and Oil, and also the installation and use of modern mechanical firing equipment for both industrial and domestic uses. The results have been startling. Official figures of the U. S. Weather Bureau show that Pittsburgh now gets about 69 percent more sunshine. In seven years, 1946 to 1952, the hours of total smoke have been reduced by more than 69 percent, heavy smoke hours by 93 percent. Cleaner living conditions have saved city residents an estimated twenty-seven million annually, or \$41 each in laundry and cleaning bills, household expenses and other economies. Looking back, however, these

results were not foreseeable by many. A large number of people had the false notion that smoke and smoking stacks meant prosperity. Others thought that smoke abatement would drive industry away. The greatest opposition was from those who did not wish to have to pay more for fuel or bear the cost of new furnace installation. "Remember Little Joe" became the battle cry of the opposition to the incumbent Mayor, David L. Lawrence, and the councilmen who were favoring strict enforcement. To withstand the pressures created by this situation required real political courage. The party in power was Democratic, and the source of that party's political power lies for the most part in the large group in the lower half of the economic ladder. These people felt the pinch where it hurts the most—in the pocketbook. Mayor Lawrence in the primary election of 1948 came very close to losing the Democratic nomination. The principal issue of that campaign was the smoke control program. Because of his administration stand on the smoke issue, the City today has received not only the direct benefits mentioned heretofore, but also many indirect benefits. For example, the first question raised by the Equitable Society when it was considering its investment in the community in the development of the Gateway Center was, "What have you done about your smoke?" Fortunately, because of the change in political thinking, *i.e.* the civic approach, not political expediency, our answer could be satisfactory.

*Triangle Cooperation.* Looking at the change in thinking of the business community, two examples immediately comes to my mind. The heart of the City of Pittsburgh is that area known as the Golden Triangle. It consists of approximately 400 acres and is bounded on two sides by rivers, the Allegheny and the Monongahela, which form at their juncture, the Ohio, and on the third by a sudden rise of land. This is the City's most expensive commercial area. There has been historically a rivalry between the business interests in the upper part of the Triangle and those in the lower half, a condition which is prevalent in most cities. It has in the past had some very bitter moments, and yet, when the redevelopment of the lower part of the Triangle was being planned, the business community united. Mr. Edgar J. Kaufmann, President of the Kaufmann's Department Store, serving as a member of the Urban Redevelopment Authority of Pittsburgh, gave unstintingly of his efforts to persuade the Equitable Society to become the redeveloper of the area. His store is located in the Uptown area and is the biggest department store in the City. One of his closest competitors is the Joseph Horne store located in the Downtown area, and immediately adjoining the redevelopment area. This redevelopment brought a new life into that lower area, and guaranteed and preserved its values for many, many years to come. This in my opinion was also the civic approach and action—it was thinking on the broader scope, not the narrow expedient scope.

*Newspapers and Publicity.* Newspapers, radio and television play, as we all know, a very important part in shaping public opinion in our communities. In Pittsburgh, not only have they been friendly, but they have taken an active role in the improvement program. One newspaper has assigned a special reporter to this field who spends most of his time developing the stories relating to the program. Others have at least one or two men on their staff who also keep abreast and fully informed of the progress that is being made, and the relationship of one matter to another, which is of utmost importance. Accurate reporting is a necessity, but it is particularly important in the civic field, so that the community can fairly appraise the program and motives of those proposing change. Any change is generally resisted. The people ought to know, and are entitled to know, the full background so as to intelligently appraise the matter. I can sincerely say that without co-operation of the news agencies in the Pittsburgh area, the Pittsburgh program would never have been accomplished. They too have a new approach—the *Civic Approach*.

*Citizen Participation.* Another aspect about this new approach is the citizen's desire and willingness to serve. Hundreds of persons have taken part in the program. They have participated without monetary compensation on committees and councils, and have given freely of their time and talents to solving the community's problems. A list of such activities would fill several pages, but here are just a few: The Citizen's Airport Committee; the Citizen's Committee on Mass Transportation; Mayor's Emergency Traffic Committee; United Smoke Council; Recreation, Conservation and Park Council; Mayor's Water Committee; Point Park Committee; and Mayor's Committee for a Greater City. Through the use of such committees, there is made available to public officials, the very best experience that the City has to offer, experience which could not be bought, and on the other side of the coin, the citizen himself, through his constructive and unselfish work, receives a feeling of satisfaction that is also immeasurable.

*Organization.* This changing attitude, in all its ramifications did not occur over night—it was a long process. It was nurtured by an organization called the Allegheny Conference on Community Development. This group was the catalyst in the picture. It is a private non-profit organization serving as an overall civic agency, stimulating and coordinating research and planning. Its objective is to assure the well being and growth of the Allegheny region as a well adjusted, healthy community capable of providing its citizens with conditions essential to good living. The governing body of the Conference is a citizen's sponsoring committee consisting of, at the present time, seventy-two persons from the field of industry, commerce, finance, labor, education, public administration, newspaper and radio, and civic affairs. The list of names is virtually a "who's who" of Pittsburgh. The group of the sponsors



directing the policies and functions of the Conference is an Executive Committee of twenty persons, chosen from the Sponsoring Committee. The officers of the Conference and the incumbents consist of a Chairman, Mr. Arthur B. Van Buskirk; a President, William P. Snyder III; one First Vice-President, Clifford F. Hood; three Vice-Presidents, Leland Hazard, George D. Lockhart, and A. W. Schmidt; Secretary, Mr. Wallace Richards; Treasurer, Mr. Leslie J. Reese. The officers are ex-officio members of the Executive Committee. The twelve other members serving on the Executive Committee at the present time are Messrs. Sidney Swensrud, James M. Bovard, A. H. Burchfield, Jr., H. J. Heinz II, Edgar J. Kaufmann, George H. Love, Gwilym Price, Lawrence C. Woods, Jr., James F. Hillman, Dr. Edward R. Weidlein, Robert C. Downie, and Mr. Park H. Martin, who is the Executive Director of the Conference. The Executive Committee itself is divided into four sub-committees. The subject matter assigned to each of these committees is as follows: *Committee No. 1* concerns itself with mass transportation; the Greater Pittsburgh Airport; and the rail river truck terminal; *Committee No. 2*—with highways and bridges; Penn-Lincoln Parkway; Ohio River Boulevard (Pittsburgh Extension); Point Interchange; Crosstown Thoroughfare; parking and traffic; Point Park; and highway protection; *Committee No. 3*—with Mayor's Committee on Cleaner City; Smoke Abatement—United Smoke Council; building cleaning; recreation, conservation and park council; stream pollution abatement; refuse disposal; and *Committee No. 4*—cultural projects and activities; citizen education on civic responsibilities; securing policy approval from industry and commercial institutions for employees to participate in public affairs and hold elective office; Civic Light Opera; library facilities; bicentennial celebration for Pittsburgh; possibility of intergrading musical, operatic and dramatic activities in one central area.

There is another group of assignments which the Executive Director himself closely supervises. The subjects are: The Sanitary Authority; Parking Authority; Urban Redevelopment Authority; Public Housing Authority; County Urban Redevelopment Authority; City and County public agencies; Flood Control; and area development in boroughs and townships. The Executive Director is responsible for all operations of the Conference under the Executive Committee. In addition to the Executive Director, the staff includes two Assistant Directors, one in charge of engineering, and one in charge of public relations; consultants in various fields, such as mass transportation, housing, and economic research, who are retained as required; an office manager, and secretarial and stenographic services—a total of twelve regular employees, plus part-time assistants and consultants, as required.

How much does it cost to run such an organization? On an annual basis, the budget of the Conference during the past years is roughly around \$88,000. Where does the money come from? For the most part,

the money is raised by public subscription, by the Pittsburgh Civic Business Council. This Council is a central fund raising agency providing for the regular budgets of the Allegheny Conference, the Chamber of Commerce, the Pittsburgh Convention Bureau, and the Better Business Bureau. It is the community fund idea being applied to these civic types of organizations. Although the Conference is affiliated with the Council, it fully retains its freedom of action, its own individual identity, and operating economy. The Conference also receives special grants of money for special projects. These monies come from interested citizens or from foundations, the nature of which I will speak more fully at a later point.

*Functions.* That in brief is the basic organization of the Conference. Now you probably are wondering in what manner does the Conference function. Let me point out four or five categories. Let me warn you, however, that in the field of civic endeavor, the pragmatic approach is necessary. However, it may interest you to know some of the ways in which the Conference has been carrying out its job.

*Planning and Research (Parking Study).* First and foremost, the Conference is a planning and research agency. It takes unto itself a specific community problem, develops the relevant facts, and then suggests a possible remedy or remedies. A good example of such is the off-street parking study. The Conference requested the Regional Planning Association to develop the factual background for this study (this is also a non-profit organization, which in many ways is a planning or engineering arm of the Conference). It brought to Pittsburgh several well known authorities in this field: Messrs. Walter H. Blucher, Executive Director, American Society of Planning Officials; E. H. Holmes, Chief, Highway Transport Research Branch, Bureau of Public Roads, Department of U. S. Commerce; Burton W. Marsh, Traffic Engineering and Safety Department, American Automobile Association; Theodore M. Matson, Director, Bureau of Highway Traffic, Yale University; D. Grant Mickle, Director, Traffic Engineering Division, Automotive Safety Foundation; Leslie Williams, Deputy Commissioner of Streets, City of Philadelphia. To implement this plan, it was necessary to create a Public Parking Authority. New legislation was needed and it required action by the political leaders in the community. The plan was presented to both the Republican and the Democratic leadership of the County and a bill sponsored by both parties was introduced and passed at the 1947 session of the Pennsylvania General Assembly at Harrisburg. Thereafter, an Authority was created by the City of Pittsburgh in accordance with the provisions of the law. The Mayor appointed some outstanding citizens to serve as its Board. These were people such as Chancellor Fitzgerald of the University of Pittsburgh; Mr. Lee Austin, President of the Jones & Laughlin Steel Corporation; Mr. Reynolds, a well known business man from the North Side; Mr. Weir, a Councilman

of our City and an Attorney; and Miss Anne Alpern, the City Solicitor. At the present moment, the Authority has constructed two parking facilities, providing 1,500 car spaces, and operates two lots. It financed its operations through an issuance of revenue bonds of six million dollars. It is contemplated that several additional garages will be built in the near future, one under a park between the Mellon-U. S. Steel Building and the Aluminum Company Building where a total block is being cleared, having been given to the City by the Mellon family where it is contemplated that a park be constructed above ground and that there will be five underground floors for parking, making available an additional 850 car spaces. It is also hoped that in the near future, another parking facility will be constructed in the Gateway Center area. This attempt to meet the crisis caused by the traffic problem on our narrow streets and lack of parking space could never, of course, have moved along as rapidly as it has unless there had been some very good and very basic studies made. The theory of the studies that were made was that there should be a separation of parkers from those who wished to park for a short time and those that wished to park for a longer time, such as all day. It was felt that the community needed a great many more short-time spaces near the downtown area or near the department stores, business houses, and professional offices, and that the long term parker, the all-day parker, should use the peripheral area and walk a few blocks. The only way we felt to accomplish this was by the prices you set for your parking spaces, and this price differential is beginning to some extent to succeed in accomplishing that purpose. Whether or not we are successful depends entirely, of course, upon the additional parking spaces developed within the next few years.

*Dissemination of Information.* Another category is that of dissemination of information. The Conference makes available its planning and research reports to the general public and to those who are vitally affected or interested. The list of brochures, pamphlets, and articles, published by the Conference in recent years runs well over one hundred and fifty items. Just recently, on behalf of the County smoke control program, one hundred and ten thousand pamphlets describing this program and informing the people as to the requirements that have to be met by residential owners were distributed through the County school systems and information was also given to the teachers in the schools so that they could hold classes on the problem and explain it to the children who in turn would carry the information home to the parents.

*Cooperative Effort.* A third method is obtaining cooperative effort and acting also in certain cases as an arbitrator. In illustrating this particular field, I am reminded of what occurred within the last three or four months. Part of our improvement program of the City is the construction of a limited access highway cutting right through the middle of our community which will take the east-west traffic through



the City in a very short period of time as compared to the long and difficult trip that it now is. One of the properties that had to be acquired as the highway approached the center of the City is owned by the Baltimore & Ohio Railroad Company, and it meant the relocation of many of their tracks and also the acquisition of their existing station. This is a state program and the state highway engineers began several years ago to discuss with the officials of the Baltimore & Ohio Railroad, the question which is always involved, and that is "How much should the railroad get for its property?" After several years of negotiation, it became critical that a decision be reached because of the delay which would be created in the highway construction program. The Conference, feeling the need that there be no delay, offered to come into the picture to act, in the sense, as an arbitrator. It listened to arguments on both sides, made its own appraisal of the situation, and recommended terms of a settlement agreement. Both parties accepted this agreement, and our highway program is moving according to schedule. This important aspect of obtaining cooperation between parties should not be overlooked as the area in which an organization such as the Conference, and yours here, can be effective. In many of these projects it requires approvals of one sort or another, and agreements between all three levels of government, Federal, state and local, and even within the local scene you have a county government, a city government, a borough government or township government that is affected. In Pittsburgh we have a great number of smaller governmental units, and by providing these parties a place in which to meet to discuss their program and their problems in an atmosphere of fairness and impartiality, has proved invaluable to the Pittsburgh program.

"*Gadfly*." The Conference also functions very effectively as a "gadfly." This is the technique used to get these programs off the drawing boards into actual construction and finished. Once the Conference makes the plan and gets the agency created that is to carry it out, it then doesn't sit back and do nothing more. Rather it acts as an expeditor; it acts as a pin pricker, it offers constructive criticism, and assists wherever it can. Its Executive Director and staff serve on special technical committees. Its prime job, though, is to see that plans are carried out. Many of these projects take a long period of time for their completion. For example—in any state highway program—if you do not have an agency in the community looking out for the community's interest, making sure that the state highway program moves along on schedule, many times these programs never are carried to completion for many, many years, if ever.

*Administration.* Lastly, there is a development in the Pittsburgh scene which is not duplicated nor could it be duplicated, I'm afraid, in many cities. That is the administration of private monies for public uses. In Pittsburgh, we are benefited with a large number of very

wealthy foundations, whose trustees are devoted to the City and wish to see it improved in whatever manner it can be. These trustees, rather than giving the money directly to the City, will give it to the Conference and the Conference will act as the administrator of the expenditure of the money. Here is how it works. A Foundation of the City, the Sarah Mellon Scaife Foundation desired to give the City a Children's Zoo. The money for the zoo was given to the Conference. The Conference had architects prepare working drawings and specifications which were approved by the city officials interested such as the Director of the Department of Parks and Recreation, and then the Conference took bids on the work and with permission of the City had its contractor go upon public property and build thereon the zoo. It then formally dedicated the zoo to the citizens and people of Pittsburgh.

*Conclusion.* That briefly is the Pittsburgh Story. It of course is not the whole story, but the last chapters have not as yet been written. It is a story which I hope will be of some benefit to you, and encourage you in your efforts. Our cities are a priceless heritage, they must be conserved, beautified and improved. They mirror the soundness of our Democratic institutions. Let us make sure through unselfish citizen participation that the image is true and one in which we may take pride.

## Panel on Consolidation of City and County Services

DR. THOMAS H. REED, Municipal Consultant, Wethersfield, Conn.

**T**HE subject as General Grant has announced it, and as it appears in the program is one in which obviously planners are interested, because unless there is some means devised by which services can be rendered satisfactorily and in an integrated fashion to the people of the wide-spread metropolitan areas which surround our principal cities, there is no assurance that the great plans the planners make, will ever do anything more than decorate office walls and finally fall into innocuous desuetude.

Some kind of integration of metropolitan areas is necessary in order that the people who live in those areas may have the services, including the plans that are executed. In order to do that, it is necessary to provide, logically, carefully, and painstakingly for the performance of those services. People have been pouring into metropolitan areas. The last forty years have seen a tremendous exodus of urban population into outside areas. The only reason that our central cities have not been decimated is that the population of the country as a whole has been increasing as rapidly as it has. Sometimes we are apt to think that nothing much has been done to take care of this metropolitan problem, but as a matter of fact, many things have been done, many of them the *wrong* things!

I am rather briefly going to review some of the methods which have been applied to the solutions, or the attempted mitigation at least, to the metropolitan problem. In several states, there are units of government which cover the whole state, which are considerably smaller than the county in size, and which apparently lay ready at hand to take care of the needs of the people who moved out of the central cities into the suburbs. These are the towns in New England, New York; the townships in Pennsylvania, and New Jersey, and townships in several states west of the Allegheny Mountains, including Ohio.

In New England the town on the whole, has been a rather vigorous unit of government. Generally speaking, the towns in New England (around the larger cities in that part of the country) have done what they could with the resources at their command to provide services for the people who moved into them. In New York, Pennsylvania, New Jersey, the activity of the town or township has been less vigorous because they have had to share it with counties and many small incorporated municipalities. In New England neither the county nor the small municipality has played any particular part in the matter. West of the Alleghenies, the township has been a pretty feeble institution. It was struck with inferiority to begin with, because it was made exactly six miles square, the lines running north and south and east and west according to parallels of latitude and longitude, and it corresponded with no real division of the country and no pattern of settlement. Generally speaking, west of the Alleghenies, the towns and townships have failed to take any particular part in trying to solve the needs of the metropolitan population.

Now, in New England, however, while the towns have been vigorous and active, they have not solved the metropolitan problem. As a matter of fact, they have furnished a pretty serious obstacle to a solution of the problem. The mere fact that many of them are three centuries old, that they have long traditions of independence, and a stubborn local pride, has made them furnish a pattern of government in metropolitan areas which is unendurably durable, which you can't break down. Boston, for example, is surrounded by towns of pre-Revolutionary dates, which have practically throttled that city into a state of extreme decay. Anybody who knows what the Boston tax rate is, understands what encirclement can do to a city in the position of Boston.

In Hartford where I happened to live in Wethersfield just outside of Hartford, we have a metropolitan area which is producing similar results for Hartford. It has not become as bad yet, but just the other day, Colt Manufacturing Company, which was born in Hartford, and which has been associated with Hartford for all its existence from days before the Civil War, announced that it was going to move to Windsor Locks! It has a plant that is valued at \$6,000,000 on the assessment role of the city of Hartford, and it is going to move away. It is not



going to re-do its plant in Hartford. It is going to move out to a new location. That is the American way, if you understand me. Our early farmers wore their early farms out in the East and abandoned them and moved West. It is much easier to start life anew on a new place than to rejuvenate the old one. The same thing is true of a factory apparently. They are going up to Windsor Locks and Hartford is in a dither. They are having a luncheon today of businessmen to consider what can be done to keep business in Hartford. Now the metropolitan problem of Hartford is in a sad state because the towns around Hartford are so strong and so determined to retain their personal identity that there seems no way of breaking them down. Furthermore, the distribution of resources among these towns is very unequal. I live in Wethersfield which hasn't any industry. We have nothing but residences. Most of them are small, little ones that have been built recently. The little so-called ranch type houses, and the small cape cods, and the little salt boxes that are not much bigger than actual salt boxes. They are assessed for around \$5,000, and at our tax rate of a little over 30 mills, they pay a little over \$150, which will not educate three-quarters of one child in the schools of our town. Whereas, across the river in East Hartford where (by the fortune of war a great plant has been built to make airplane engines) the United Air Craft Plant was built. While they have many people, they also have a lot of assessed valuation, and their tax rate is about  $\frac{2}{3}$  of ours. Now that does not mean that the problem is being solved by the New England towns. When it comes to school districts, here in Ohio you have school districts—you have thousands of school districts—little school districts that have one school apiece. Many of those lie within the metropolitan area of Cincinnati and Cleveland. They present enormous inequality in ability to provide education in their ability to do it at a reasonable cost to the taxpayer. Some of them have much wealth and few children, others have a great many children and little wealth. A very uneven result is produced. The problem is not being solved by these primary units of government.

Another method that has been tried a great deal, is the extension of city services into the suburbs. The people out in the suburbs usually want that done. They solicit the city to extend its water mains, and extend its sewers. They even offer to pay two or three times the rates that the city people are charged for water in order to get. It is a fairly good bargain for them to do it that way when they can get it done. The city on the other hand, seems, superficially at least, to benefit by being able to sell surplus water at a higher rate than it can get from its own people. When it comes down to the question of any further steps in the way of integration, the fact that they have sewer and water enables these people to remain indifferent to any argument in favor of further integration. If they have sewer and water, they can, until hell freezes over, practically remain indifferent to the arguments of any kind of

annexation or of any substantial type of integration. As long as they want to remain independent they can stand it to get along without the other services, or they can pick them up from some other source. So that method has not solved the metropolitan problem.

Then another method has been tried and that is the special or ad hoc district. There are a great many of those in the country. They serve to solve one particular problem in a metropolitan area. Sometimes they solve two or three problems. Boston, for example, has a metropolitan commission with sewers, water and parks under its jurisdiction. They have done a very good job on the whole, but there is one peculiarity. Its members are appointed by the Governor and it reports to the state legislature. The people of Boston and the surrounding areas have nothing to do with running it, except to pay the bills. It is not a democratic institution, and it has as a matter of fact, put the quietus almost completely upon any movement for further integration, which in the case of Boston is very sadly needed.

We have a metropolitan commission in Hartford that provides the area around Hartford with water and sewer. The water is excellent, pure and tasteless, and in pretty ample quantity, except when the weather gets dry in July and August. They also have a pretty good sewer system. Personally, I don't have a sewer. The sewers come up within about 300 yards of my house and they don't approach me. I merely pay taxes for sewers that I don't enjoy. It is not a perfect system, but it has entirely strengthened the hands of the independent towns in remaining independent. The commission is appointed by the governor. The people have nothing to do with it, except to pay the bills. It is an undemocratic institution and it serves to perpetuate our lack of integration, a situation sadly needed by us—not as badly as in Boston, but still, badly enough.

Then the method has been tried of incorporation. That is perhaps the most natural method. It sounds democratic and reasonable. The people in a little community should incorporate, get together in order to provide themselves with some kind of service. It has been done on a very large scale. There are hundreds and hundreds of these small incorporations. They are as thick as dandelions in May in many metropolitan areas. Most of them are too small and too poor to do much of anything at all. Of course, they will have a policeman, but what is one policeman? What is a police force like we have in our town of Wethersfield of a dozen men when you come to divide it into three shifts and have one man in the office all the time. What have you in the way of patrol for a city of 16,000? Practically nothing. If it were not for the Hartford police and the state police we would be in a powerless state in our community. We get along nicely as it is, but it is because we chisel upon the neighboring community. Now some of these incorporated places are very fortunate. They have a large industry

or group of industries to tax, or their numbers are very small and their properties are very valuable. They get along very nicely, but there are others that are in an unfortunate condition of not having resources that are commensurate with their responsibility. When one small community gathers unto itself an undue share of the resources of the metropolitan area, it damages the ability of the metropolitan area as a whole to deal with its problems. I would just like to refer to you three of these villages that are located in your own state of Ohio. One is in Hamilton County, Indian Hill, which is a refuge for millionaires. It has so many millionaires in it that it is able to pay all of its municipal expenses out of the proceeds of the intangible tax and the inheritance tax. It did that and accumulated a surplus of a million dollars in ten years without levying any kind of a property tax for village purposes. That's swell, and they have wonderful service. They have a police department which will come to your residence and will take charge of parking the cars at your afternoon party or which will, if you partake a little too much at a cocktail party in the afternoon or a dinner party in the evening, see that you are safely escorted to your home. A super-plus kind of service, which no ordinary community can provide. Swell!

Then there is the village of Evondale, which is not far from there, which is a paradise for industry. It had almost no inhabitants, something less than 500, at the time of its incorporation. I don't think that it has many more now. It has very large industries. It has an enormous tax potential. It has a limit on village taxes in its charter of 2 mills which is a very, very modest rate. Their revenues are considerable. They can deal with their very limited problems very well. They are intelligent. They are practical people. They have recently employed Harland Bartholomew and Associates to make a plan and it is not every village of 500 people with a tax rate of no higher than 2 mills that can employ Mr. Bartholomew on such a mission. On the other hand, they have got more money than they need.

And then lying somewhat between these two, almost adjacent to Evondale and not far from Indian Hill, is the all negro village of Lincoln Heights. Now Lincoln Heights has no industry. It has nothing to tax but the very humble homes of the people who live there. It can't muster enough money to provide decent services of any kind for its people. A village like that, even in a beautiful and rich county like Hamilton, is a potential danger to the whole county. If you say, "Why were they so improvident as to incorporate as a village under those circumstances?" I will give you their answer, which I have no reason to think is not true. They organized as a village because they could not as a part of the county, obtain anything like decent services from Hamilton County. They thought that they might do better and they thought that there might be a possibility to annex some of those industries which ultimately went into Evondale. Evondale was formed. Lincoln Heights is there,



and it will be there forever unless some kind of metropolitan integration is provided.

Another method which has been tried is annexation. We have heard a great deal about annexation. It is very difficult. There are a thousand obstacles in the way of success. In those states where a vote of the people is required in the annexed area, it does not happen very often. Practically never except when the area that is annexed is in distress of some kind. A few states like Virginia and Texas are very liberal in their annexation laws. But in most of the states, you have to overpersuade the politicians of the area that they want to be annexed and they never want to be annexed. They always want to play the game in the area in which they have hitherto played it. So, annexation is difficult. A lot of people have become quite discouraged about annexation and are turning to other methods of solving the problem because of its difficulty. Yet, annexation is the only method which promises any genuine simplification of the organization of a metropolitan area and any real economy in operation. For some metropolitan areas that are small, that have no great resources upon which they can rely to carry the overhead of a central federated system like the one that has been adopted in Toronto, you still would have to recommend, and I still *do* recommend annexation! That was the reason that I recently made a study of Niagara Falls, New York, and the two towns which lie adjacent to it, Lewiston and Niagara. Niagara Falls is a city of ninety thousand people and the 1950 population of these two towns was a little less than 7,000 for Lewiston and a little less than 5,000 for Niagara. It is absurd to talk about setting up a borough system for such an area. Yet they are only a minor fraction of the county of Niagara and they need integration in the worst way,—integration in planning, and integration in services. There is a tremendous potential in industry in that area and it is going to spread into those villages if an opportunity is afforded. We recommended consolidation. It may never take place. Take Hamilton County Ohio. The Ohio portion of the Cincinnati area is practically all Hamilton County, and Hamilton County is practically all metropolitan area. The same thing is true of Cuyahago County in Cleveland, and the same thing is true of Allegheny County in Pittsburgh. Where that situation exists, it is perfectly possible, provided that the powers that be are willing, to transfer enough powers from the minor municipalities in the areas to the county to create a regional or metropolitan government without increasing the layers of the government at all, or unduly weighing upon the taxpayer. No additional government is created. No additional overhead beyond what now exists. There is a very favorable opportunity to do it. It is no wonder that people under those circumstances turn to a consideration of the county as the proper unit of metropolitan administration. On the other hand, it is true that most counties in the U. S. today are not fit to be entrusted with additional power.

They are badly organized, they have no executive authority, many of them have services which are provided by independently elected officers, and the rest are very loosely grouped under a county board. The counties are riddled with politics. They are the last great reservation in which the spoilsmen roam unhindered. Now under those circumstances, if we are going to increase the powers of the counties, we have first got to reorganize the county. That may be almost as difficult to do as to bring about annexation, when you come right down to it. The counties have been doing this sort of thing in a limited extent for some time. Most counties in large metropolitan areas have done something for the suburban population. They have usually done it at the expense of the taxpayers of the whole county including the poor city. Fulton County, Georgia, for example, for many years provided in the Buck Head section of that county, outside of Atlanta (the best residential section in the area) a full amount of municipal services, on a very good grade. They did it partly at the expense of the people of Atlanta. In fact, the taxpayers of Atlanta paid about 80% of the cost of providing these services for Buck Head. Furthermore, there was a tremendous duplication. There was a public works department for the city, and one for the county. There was a police department for the city, a police department for the county. There was a fire department for the city, a fire department for the county; a health department for the city, a health department for the county. There was all sorts of duplication. The city hall is located within two blocks from the county court house. The obvious absurdity of the duplication was plainly manifested. Now that kind of duplication of services has characterized county activity on behalf of the suburbs in almost all counties where it has been tried. You can only get away from it in two ways: One is by separation. That is what has practically happened in Fulton County Georgia. The city of Atlanta has annexed the large area in which the county was providing municipal services and at the same time the legislature has forbidden the county to engage in any municipal services except by contract with the city of Atlanta, which has provided a division of responsibility leaving the city to do the urban things and the county to take care of purely rural areas. In Virginia any city of 10,000 population or more is a county by itself. That separation prevents people from paying more than one tax bill for local purposes. It also has its disadvantages. St. Louis was separated some 75 years ago from St. Louis County and that separation has been plaguing St. Louis ever since. There were similar situations around San Francisco which was originally a county, made a city and county back in 1850. It was much more difficult for it to expand than if the separation had not taken place. The other way is by consolidation,—consolidated city and county. By consolidation I mean either centralized complete consolidation, or partial consolidation on a federated plan, such as has

been tried now in Toronto and which the administrative county of London has employed since 1888. That is a simple method provided you have an area that is large enough and subordinate units that are strong enough to support the role of boroughs.

On the other hand, there is a strong movement at the present time toward what is sometimes called functional consolidation. That is the easy road. You take one function. You take the public library in Erie County, New York. They take it away from Buffalo and give it to Erie County. Hamilton County has assumed the administration of welfare which formerly, was carried on by the city of Cincinnati. That sounds like a perfectly reasonable thing to do. As far as the particular service is concerned, it is helpful. It would be a good thing to do any time, anywhere, provided that functional consolidation led logically to a better scheme of integration. It is pretty far from integration, when the city council and the board of county commissioners still remain independent bodies and still wield their authority separately.

Now I think you will agree with me that these metropolitan areas surrounding our larger cities are really greater cities in every true sense of the word, as for example economic and social, and in every other sense except the purely legal and political. They are entitled to some kind of unity in their administration to integration. If functional consolidation promoted such integration, I would be for it every time. One step at a time is a good rule in many circumstances, but the trouble is that every time (by functional consolidation, or the creation of a special district, or by the extension of city services) you take the pressure off of the outside municipalities, towns, or villages, you make it more difficult to bring about integration. I can understand why the home owners who have rather improvidently gone out into the county and bought a home that is not supplied with pure water, and discover that fact after he is in the house with his family and children is willing to accept almost any means of getting water. He is not going to scrutinize the ultimate effects upon metropolitan integration of the water supply. He is going to be for a water supply any way he can get it. The same thing is true of the real estate man who has lots to sell. Those lots are only marketable when they are provided with certain services like water and sewer. He is going to be for getting those services any way he can get them. But for planners, whose view is to the future and who must consider carefully the consequences of the changes that take place in community relations, for them to give up considering the ultimate effects and go hell for leather for anything that will produce "functional consolidation, that is a crime." Oh, it gives you something to write in your report, it gives you something to congratulate yourself on before you go to sleep at night, etc. It is splendid, but after all, *you should be careful that the functional consolidation you advocate is a step toward real integration and not the creation of an obstacle to it.*



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I THINK that I can claim for Westchester County a strong executive direction of government, a fine organization under the charter, and the general excellent quality of administration. Even though I have been only eight years in Westchester County, I think that I can consider myself enough of a newcomer to the county to speak objectively as to the quality of its government. I continue to take objective pride in it, as I have the opportunity of participating in it. On the other hand the very fact of the quality of Westchester County government tends to disqualify me from speaking authoritatively on the subject of Dr. Reed's characterization of counties in general, having in mind the array of 3,050 counties throughout the United States.

Dr. Reed has so thoroughly described the various methods and devices for providing governmental services for urban communities that I can only say, whatever problems any community may face in providing such governmental services, we have more and bigger ones in the New York metropolitan area. Among the several delineations of the New York-New Jersey-Connecticut metropolitan area centering in the borough of Manhattan, the one used by the Regional Plan Association best comprises the urban community as a *planning problem*. In one of my evening classes at Columbia University, Dr. Renner, a geographer, recently described the various forms of community. It would seem that the only way we can describe the form of the New York metropolitan area is a *multi-nucleated paraphylasic counterbation*. The complexity of that language somewhat describes the complexity of the problems we face. As defined by the Regional Plan Association, the urban community of this metropolitan area extends into three States. It includes 17 counties outside New York City, which in itself contains five small counties. I will never forget Mr. Shurtleff's reference to the counties of New England as vestigial. The five counties coterminous with the boroughs of New York City are, indeed, vestigial, performing no legislative function. They are administrative units of state government. Of the 17 outside New York City, one is in Connecticut, seven are in the State of New York, and nine are in New Jersey. The community contains 550 municipal units of government, cities, boroughs, villages, towns and townships. This total does not include an even larger number of school districts, coterminous with the municipalities in New Jersey and Connecticut, and generally not in the State of New York. It does not include a multiplicity of special agencies, or three interstate agencies, the bi-state board of the New York Authority, a great operating agency, the new bi-state water front authority, a regulatory and administrative agency, and the tri-state inter-state sanitation commission. The problem of government in the area is further complicated by the large authority exercised by the States with respect

to certain functions that markedly affect the whole pattern of physical development and may profoundly affect local governmental problems.

In the field of physical development, certain functions formerly local have been raised to the county level of jurisdiction in whole or in part.

*Recreation*, one of the oldest, is exemplified by the county park systems in New Jersey and the Westchester County Park System.

*Main Thoroughfares* represent an expansion of jurisdiction where the county has taken over a function greatly expanded from that of handling important rural roads in that the county handles thoroughfares that are of greater than municipal concern and deemed to be of less than state concern.

*Sewerage*. Our great county sanitation district in Westchester County is operated by the county covering less than half of the territory of the county, but 85 percent of its population.

*Water Supply*. As in the county of Long Island, and in our own county recently formed, the county water agency operates under state law. Interestingly the members of that agency are by appointment of the county executive. The members of the agency consist of the commissioner of public works, the commissioner of health, and the director of the department of planning. That is an operating agency in the field of water supply.

In the field of *planning* as distinguished merely from physical development (regardless of who plans it) the examples of the listing of responsibility from the local to the county level are few. In Nassau County it is represented by jurisdiction of the county over subdivisions in unincorporated territory and within 300 feet of a municipal boundary and a county veto power over zoning changes within 300 feet of a town boundary. The towns have similar power over zoning changes within 300 feet of a boundary of a village within the town. We have those overlapping jurisdictions.

In Westchester County, the county health district (as it covers most of the county except three large cities) has jurisdiction over the water supply and sewers in subdivisions. In the counties of New Jersey, certain supplementary authority has been given to the county over subdivisions and a *veto* power with respect to subdivisions that may involve drainage affecting county roads directly or indirectly. The New Jersey counties also have overriding official map authority. The county may adopt an official map overlying the municipality and no buildings may be erected within the beds of the streets shown on the county official map. There is no procedure for coordination with the municipal official map, but obviously there must be. That overriding official map authority in New Jersey, so far as I know, has not been used. In New Jersey and New York, counties may prepare master plans, but they are only persuasive so far as the municipalities are con-

cerned, except for an ambiguous provision in the Nassau County charter, that has never been used and possibly could not be. In New Jersey alone, municipalities are directed by statute to consult with their neighbors in planning. That directive by the legislature was noted by Chief Justice Vanderbilt of the New Jersey Supreme Court in a decision that was handed down by unanimous opinion of the Supreme Court recently. I think this decision is one of the great land-mark decisions in zoning jurisprudence.

Some of you may recall the borough of Crestkill case, Dovlon products case, in which the courts, first the lower court, and then the higher court, held that zoning in a particular municipality had to be considered against the land use of an entire community area. Judge Vanderbilt wrote that decision and referred to the fact that you could not circumscribe these problems by adventitiously located municipal boundaries. Shortly thereafter, this same borough of Crestkill found itself concerned by what a neighboring borough was going to do. There are four boroughs involved forming roughly the four quadrants of a larger quadrangle, the common boundary meeting almost at a common point in the center. The southwesterly and most populous of the four boroughs proposed to rezone its northeasterly block for business purposes in the midst of residential zoning in all four boroughs. The other three boroughs took an unprecedented action, entered suit as plaintiffs against the fourth borough to declare the zoning invalid in the light of comprehensive planning considerations for the four boroughs. I went into court on the only court case in which I have ever attacked a municipal zoning ordinance, as expert witness for the three boroughs. Judge Wayshe of the Superior Court admitted the boroughs as plaintiffs against vigorous opposition by the fourth borough. He himself was so much concerned with inter-community planning problems that he, sitting in Morris County, got the Bar Association in Morris County to take the lead in a series of inter-community planning programs or seminars in Morris County. The Bar Association took the lead at the instance of a judge of the Superior Court. Judge Wayshe declared the zoning to be invalid. The case was appealed. The Supreme Court took it on its own certification. Judge Vanderbilt wrote the decision. He went right to the heart of the matter and declared the zoning invalid, not in relation to the comprehensive planning in the borough itself, but particularly in relation to comprehensive planning in the entire area. The New Jersey courts are almost in the van of statesmanship in zoning matters under the 1947 constitution and under the inspired leadership of Judge Vanderbilt.

In New Jersey the county is required in its planning to take account and confer with municipalities within the county in the formation of the county master plan. (A thing that is mentioned very weakly in our county planning act in the State of New York, but spelled out somewhat



better in our county charter under which our department operates.) Regardless of what the law says we engage in our own county in that consultation to a very high degree and are in continuing consultation with municipalities in our county.

All three of the States in the New York area have for years authorized the formation of inter-municipal or inter-county (or both) *regional planning commissions*, but none has ever been formed in the New York metropolitan area. The only one in all three States is one over near New Haven in Connecticut. I think this is due in part to the cumbersome of the machinery if applied to any sizeable area. I think that it is in part due to the fact that a regional planning commission under such legislation has no hitching post, as it were, in a responsible legislative unit of government. It is floating around in the air without administrative responsibilities, or without gearing into the operations of the governmental unit with jurisdiction. Regional planning legislation has not been used because the voice of planning is heard only faintly over and beyond the walls of local municipal jurisdiction that contain and re-echo within themselves the clamor of day-to-day problems of governmental administration. Yet, this whole vast New York metropolitan area is tied together by inextricably inter-related physical facts. It is affected as an aggregate, and in all its parts by inter-related social and economic characteristic forces and trends.

The most encouraging and in some respects the most striking development in the entire complex situation is the growth of county planning in the area. Several new county planning commissions have recently been established or have been activated from a long period of inactivity. Those that have been struggling along are being staffed more amply with increasing budgets. There is a growing alertness in the field of county planning. General Grant made reference to the inter-county planning conference, which is a meager beginning but I think a significant development, in which periodically representatives of the county planning commissions in the area and the New York City Planning Commission meet for an exchange of experience, the coordination of research, and discussion of the problems of common interest. Recently the first regional conference in inter-county planning was conducted by this group in Newark with excellent attendance from the entire area. We were much gratified in Westchester County that the luncheon speaker was our own county executive whose talk on county planning in county government could have been summed up in a few words. "We could not provide good government in Westchester County without the work of the Department of Planning," and "Good government in Westchester County requires the work of the Planning Department."

We are even hopeful of having an effective working relationship with the city of New York, which is for the most part, sufficient unto itself,

dealing with its neighbors only when Mr. Moses mounts his charger and mows down the countryside. With Dr. Luther Gulick, as the city administrator, we have established a liaison at top level, in the mayor's office. That, I believe will bring about continuing collaboration, not only for specific problems but in dealing with broad fundamental principles. We have liaison also in the field of research. The research staff of our Commission and that of the New York City Planning Commission work in the closest collaboration, tying their research activities together and also with the Regional Plan Association to whom we look for considerable leadership in the area.

Now, what are the causes of this turning to the county in the field of planning? I think they arise out of the sequence of considerations. We are in a period of considerable change in our area. Three or four months ago I was called on to talk at the one hundred and twentieth celebration of the Town Ridge Community Church. Town Ridge is in the upper part of our county. It showed the greatest growth from 1940 to 1950 of all our forty-six municipalities, increasing over 50 percent in population from 806 to 1,234. Town Ridge 120 years ago had exactly the same boundaries and it was more populous then than in 1950. It is only by the increase in population since 1950 that it has passed the population that it had 120 years ago. The northern part of our county which now contains 15 percent of its population then contained the majority of its population. Little industries were scattered around the county. There was considerable agriculture. That was just before the dawn of the day of the commuter. As the rail lines pushed up into the county, they put us in a suburban relationship to New York City. The gradual recession of agriculture with the building of the reservoirs of the New York City water supply, the change in industrial technology with the advancement of the industrial revolution, brought about actual recession of population in the northerly part of the county, while the southerly part boomed. We have been in the era of the commuter ever since. The dominant single element in our economic base as far as primary employment is concerned is the New York commuter. At the present time he represents about 20 percent of our total labor force. In manufacturing and industry, he represents about 12 or 13 percent. The most significant change in our pattern of development was when the automobile became a dominant factor in the dynamics of urbanization. The people then moved out from the rail lines. Now we are in the period of development that seems as striking to our people as what happened in the twenties. It is not accelerated decentralization from the central city. It is rather an economic redistribution in our area.

*We in the suburban areas feel that two things are needed particularly from the central city. One is great economic strength on the part of the central city. The other is cultural richness on the part of the central city. We feel that insofar as the suburban areas are residential (they certainly*

are not all residential) what the central city needs most from them is a great diversity of characteristics to provide as wide a range as possible of satisfactory living environment. So what is happening is an economic redistribution in different parts of each area. There is an actual recentralization of certain activities in the central city. There is the interception of purchasing power inflowing from the suburbs in retail trade, and the development of regional shopping centers located more or less in a fairly constant relationship to population. Nassau County is developing to a certain type of industry, Northern New Jersey in a somewhat similar manner and Southern New Jersey with a different industrial pattern. Westchester County is not developing industrially, but is attracting the headquarters of large national concerns. General Foods now has its headquarters in White Plains. General Electric is coming in. Others are following.

*There are two outstanding characteristics of this changing pattern of development.* One running parallel with this economic redistribution is the striking increase in the demand for land per family in all new developments. This fact is leading to some re-examination of our zoning regulations to put them in better relationship to what the people need and what they want. Zoning is actually lagging behind the demands of the people themselves. Another change is the emphasis on area design, that is large scale development.

With all these changes, there is an eager search on the part of local officials, civic groups, business, industry, real estate, home builders and others for information about the forces that are operating between communities in our county and in the area. With this is a recognized need for an interpretation of that which is happening so that local community decisions can be made intelligently. This is a realization that a zoning decision made on all the facts that are immediately in front of a body, may obscure what lies beyond. The term that is used more and more in our thinking is "Whither Westchester?" With this there is a natural turning to the county as the available unit of government which has inter-community functions and which has certain over-all planning responsibilities. Strikingly, the urge for county planning is largely growing out of the need that is felt by local municipal officials for something beyond the boundaries of their own jurisdictions that they can tie to. It is a most significant move! It reinforces some of the things that Dr. Reed said about turning to the county as an available unit of government. The communities still hold to their right of local determination under the exceedingly strong home-rule powers of the New York constitution. The same question of local determination comes up in consideration of consolidation. The theoretical bookkeeping advantage that can be shown by consolidation must somehow answer the question of how to preserve the greatest diversity of community characteristics in the whole metropolitan composite.



*The question is how can we properly determine developmental policy over a multiple jurisdictioned urban community?* Zoning has gone way beyond this stage. We believe that zoning should be based on a comprehensive plan. I am concerned with what the basic land-use plan should represent. We do not take facts about land use and grind them through a comptometer and come through with a zoning plan. There is the factor of men's judgment which lends desires and determinations about the community.

We have choices among alternatives with respect to community development. There must be a conscious arriving at a developmental policy that shall somehow seek the living environment which appears the most desirable, and this should be linked with sound economic opportunity. The major land-use plan and the major channels of communication and transportation are of region-wide significance and there should be an authority for making a determination at that level. Within that step in a multi-county metropolitan area, the county may be taken as a unit in which the determination may be made. At the next level, a little more detail could be added. Then at the municipal level is the opportunity for detailed decision and determination within this broad frame work.

Then there is the problem of preserving or restoring the opportunity to act on developmental problems in our particular communities in the light of planning considerations, rather than having freedom of choice limited and warped by the necessity of balancing the municipal books from within those "adventitiously located municipal boundaries." As the cost of government increases, and as the cost of schools rises, our municipalities are having to weigh proposed zoning changes only partly in the light of broad planning considerations and increasingly of how much the change will add to the tax base as against the cost of competent facilities and services. I think that a part of the answer must lie in the continuation of the process that we are discussing here of raising to the next and broader level of governmental responsibility the exercise and the payment for certain functions that in their very nature can best be handled or the cost spread over a large area of determination.

There is, I believe, a possibility of using the county as an effective unit—not as an entire answer to the problem—but as an effective unit toward the answer. I believe that it can be a unit in a geared-in process for the determination of developmental policy as a part of the planning process. The county can be used as the repository of functions lifted from the local level to a place where their financing may be put on a broader basis. This method could preserve or restore freedom from the warping influence of municipal economic considerations that may greatly impair our planning objectives.

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